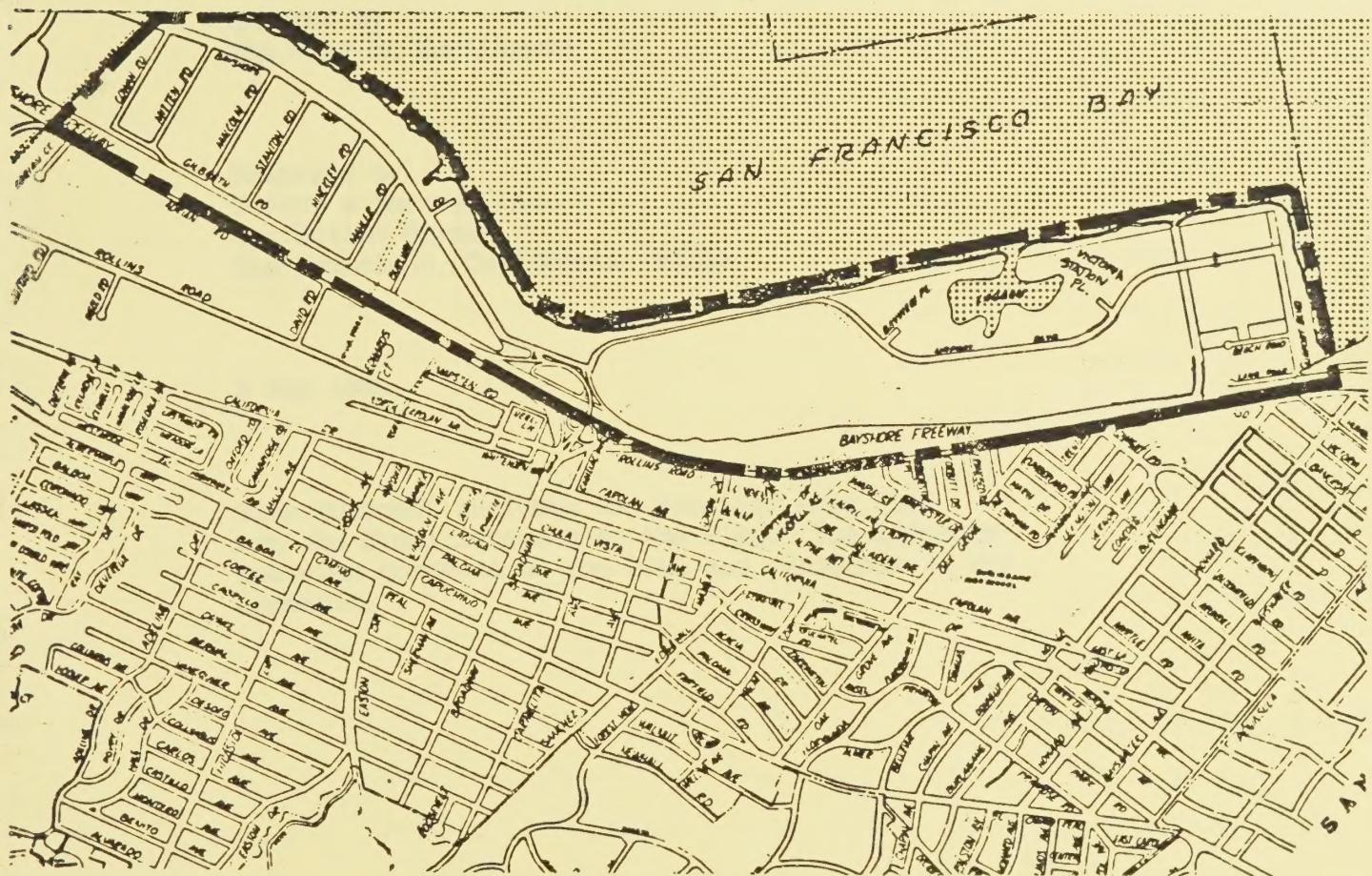


SPECIFIC AREA PLAN- THE BURLINGAME BAYFRONT



Prepared For City of Burlingame

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SPECIFIC AREA PLAN FOR THE
BURLINGAME BAYFRONT

Adopted by
The City of Burlingame

Prepared by
Torrey & Torrey, Inc.
One Sutter Street
San Francisco, California 94104

4 May 1981

This document includes the Specific Area Plan and the Final Addendum to the Plan. The Addendum contains comments on the Plan and responses to the comments.

ADOPTING SPECIFIC AREA PLAN
BURLINGAME BAYFRONT

WHEREAS, California Government Code Sections 65450, et seq., allow the preparation of specific area plans for the purpose of systematic execution of a general plan; and

WHEREAS, the Planning Commission of the City of Burlingame, after proceedings duly and regularly had as provided by law, did by its Resolution No. 1-81 adopted April 13, 1981, approve a specific area plan prepared by Torrey & Torrey, Inc., entitled SPECIFIC AREA PLAN - THE BURLINGAME BAYFRONT, dated September 1, 1980, including a Final Addendum dated April 2, 1981; said Commission further ordered it to be transmitted to the City Council for further proceedings as required by law; and

WHEREAS, this Council has held at least one public hearing to determine whether it should adopt said Specific Area Plan, notice of which hearing was given at the time and in the manner required by law; and

WHEREAS, this Council, after such public hearing at which evidence, both oral and documentary, was heard and received and after due consideration of the evidence and of Resolution No. 1-81 of the Planning Commission approving said Specific Area Plan, finds that said Plan, in the form now before the Council, should be adopted.

NOW, THEREFORE, IT IS HEREBY RESOLVED BY THE CITY COUNCIL OF THE CITY OF BURLINGAME that:

1. All notices required to be given and all hearings required to be held by the Government Code have been given

and held in the form and at the time and in the manner prescribed by law.

2. The proposed specific area plan entitled SPECIFIC AREA PLAN - THE BURLINGAME BAYFRONT, dated September 1, 1980, including the Final Addendum dated April 2, 1981, is hereby approved and adopted.

3. The City Clerk be, and she is hereby, ordered to transmit a copy of said Specific Area Plan hereby adopted, together with a certified copy of this Resolution, to the Planning Commission of the County of San Mateo, State of California.

Dick Shway
Mayor

I, EVELYN H. HILL, City Clerk of the City of Burlingame, do hereby certify that the foregoing Resolution was introduced at a regular meeting of the City Council held on the 4th day of May, 1981, and was adopted thereafter by the following vote:

AYES: COUNCILMEN: Amstrup-Barton-Crosby-Mangini-Martin

NOES: COUNCILMEN: None

ABSENT: COUNCILMEN: None

Evelyn H. Hill
City Clerk

ACKNOWLEDGEMENTS

This Specific Area Plan was prepared by Torrey & Torrey, Inc., San Francisco. Special thanks are given to Mr. John Yost, City Planner and Mr. Ralph Kirkup, Public Works Director, and Mr. Jerome Coleman, City Attorney. Their help in reviewing the drafts, participating in discussions, and in supplying information is greatly appreciated.

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SUMMARY & CEQA REQUIREMENTS

SUMMARY

In the past few years, development pressures in Burlingame's Bayfront have suggested the need for a re-evaluation of the Waterfront Element of the City's General Plan. Among the factors involved are the availability of vacant and underutilized land, particularly in the Anza Area. These properties are now being liquidated and marketing is expected to continue into the early 1980's. Other factors include an increasing demand for airport-related hotels/motels and restaurant facilities as the San Francisco International Airport expands, the continuing need for office space in the San Francisco Bay Area, and increasing land costs which are exerting pressures on centrally located activities to search elsewhere for more cost effective sites.

Recognizing these changing conditions, the City of Burlingame in 1977 initiated a planning program for the Bayfront. This report represents the culmination of that program to date. It presents the Specific Area Plan for the Bayfront with an environmental assessment of the impacts that the plan would have and suggests mitigations for those impacts. It is a synthesis of the City's goals and policies and existing development tools including current zoning, design guidelines, and a fee ordinance. The Plan builds on previous consultant work, the reports of: John Blayney Associates; Lord and Le Blanc, Urban Economists; and J. D. Drachman & Associates, Traffic Engineers.

THE PROPOSED PLAN

The Specific Area Plan (SAP) contained in this report would establish a dual identity for the area as a highly desirable employment and leisure center by distributing more than 30 acres of hotels, 31 acres of restaurants, more than 50 acres of offices, and more than 52 acres of parks. It would replace the existing Waterfront Element of the General Plan and amend the Circulation and Open Space Elements. In general, hotel and restaurant uses, which would serve the public, are designated in parcels close to the shoreline and the Anza Lagoon. In this way, public access to the amenities of the waterfront would be preserved for the general public.

By using the Bayfront land and its natural amenities more judiciously and placing high revenue producing activities in strategic locations, the Plan will create more tax revenues for the City of Burlingame.

UNIQUE FEATURES

A unique characteristic of the SAP is its link of proposed land uses and transportation improvements with a traffic impact monitoring system. To minimize traffic impacts, the SAP proposes activities

that would spread the daily use of the area over the day and evening so that some of the traffic effects would be absorbed and peak hour circulation would be reduced. The City of Burlingame has already adopted a Fee Ordinance (Ordinance 1151) to help finance transportation improvements.

Additionally, the Specific Area Plan incorporates the City's adopted Design Guidelines which limit and control the scale of development and assure preservation of views with height limits. Land use designations proposed by the SAP and these guidelines maintain and improve access to the shore and are compatible with Bay Conservation Development Commission's (BCDC) regulations and Plan.

The SAP is also based on the existing C-4 Waterfront Commercial zoning. A development ordinance (No. 1129) has been adopted to require a special permit for office construction in C-4 zones.

In effect, the Specific Area Plan designates parcels for specific uses within an area which already allows all the uses proposed. No new regulatory procedures would be needed as a result of Specific Area Plan adoption.

ENVIRONMENTAL IMPACTS AND MITIGATIONS

The City of Burlingame will apply Section 15069.7, Tiering, in the Guidelines for Implementation of CEQA of 1970, Section 15067, Subsequent EIR, Section 15147, Degree of Specificity, and Section 15149, Incorporation by Reference.

The environmental impacts and mitigations section of this report (Section V) is general and is consistent with the degree of specificity of the plan for the overall area, rather than providing the details that will be required for individual projects as the area is developed.

Consistent with this policy, the City has already undertaken preparation of a "Subsequent EIR" which is proceeding in tandem with detailed engineering drawings for the transportation improvements described in the plan. This procedure is in conformance with CEQA guidelines since actual construction would be involved and detailed assessment of the impacts would be required.

PURPOSE

This report is intended for use by the City of Burlingame in planning the best quality life for the City as a whole and the Bayfront in particular. It provides the City and interested developers with a single document which contains all of the City's policies for the area and a synthesis of all the controls and

requirements which apply to specific development proposals. Thus this document should assist developers in planning for Bayfront projects and aid relevant review and permit agencies in their project review activities. The Specific Area Plan is intended as a coordinated document to support the development and conservation of the Bayfront as the City of Burlingame moves into the future.

ATTAINMENT OF CALIFORNIA ENVIRONMENTAL QUALITY ACT REQUIREMENTS

The contents of Environmental Impact Reports (EIRs) required by the California Environmental Quality Act of 1970 (CEQA) and the location of the material that meets those requirements in this report are shown here.

Requirement	Specific Area Plan Report Location	
Description of the Project	Section IV	Specific Area Plan
Description of Environmental Setting	Section III	The Environmental Setting
Environmental Impact	Section V	Environmental Impacts and Mitigation Measures
Any Significant Environmental Effects Which Cannot be Avoided if the Proposal is Implemented	Section VI	Areawide Impact Considerations, Significant Unavoidable Adverse Impacts
Mitigation Measures Proposed to Minimize the Significant Effects	Section V	Environmental Impacts and Mitigation Measures
Alternatives to the Proposed Action	Section VI	Areawide Impact Considerations, Alternative Plans and Their Impacts
Relationship Between Local Short-Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity	Section VI	Areawide Impact Considerations, Relationship Between Local Short-Term Uses and Enhancement of Long-Term Productivity
Any Significant Environmental Changes Which Would be Involved in the Proposed Action Should it be Implemented	Section VI	Areawide Impact Considerations, Significant Environmental Changes
The Growth-Inducing Impact of the Proposed Action	Section VI	Areawide Impact Considerations, Growth Inducing Impacts

I. INTRODUCTION

**PURPOSE OF
THE SPECIFIC
AREA PLAN**

This Specific Area Plan (SAP) has been prepared as a guide for future development and conservation activities in the City of Burlingame's Bayfront area. When adopted, the SAP will update the Burlingame General Plan by replacing the present Waterfront Element and amending the Circulation and Open Space Elements. Both of these elements were part of the General Plan when it was adopted in June 1969.

A Specific Area Plan is designated by California Government Code (Section 65451) as a portion of the general plan which precisely locates various types of uses within a specific area. It is a more detailed land use plan than a general plan diagram or zoning map. The Specific Area Plan for the Burlingame Bayfront as described in this report:

- determines availability of land for development and conservation
- specifies the permitted land uses
- designates preferred locations for each land use, and
- allocates amounts of land to each use.

An Environmental Impact Assessment incorporated herein relates to the degree of specificity of the plan. Environmental review will be required as each individual project in the Bayfront planning area is implemented.

SITE LOCATION

The Burlingame Bayfront planning area is located in San Mateo County approximately 12 miles south of San Francisco and immediately south of San Francisco International Airport. To the north are located the nearby Peninsula cities of Millbrae, San Bruno, Daly City, and South San Francisco, while San Mateo and Foster City lie to the south. The Bayfront is closely related to major regional transportation routes. The Bayshore Freeway (U.S. Highway 101) forms the southwesterly boundary of the planning area and further to the west is State Highway 280 (Junipero Serra/Skyline Boulevard). East and to the south of the site, Route 92 connects the Pacific Coast and Peninsula cities with East Bay communities via the San Mateo Bridge. (Exhibit A, Regional Location, Exhibit B, Local Location.)

Sources on which this section is based are provided at the end of the Section.

**SITE
DESIGNATION**

The Bayfront planning area is a long, narrow strip of land bounded by San Francisco Bay along its northeastern length and eastern side and by the Bayshore Freeway on its inland length. A drainage ditch northwest of Cowan Road forms the northwestern end of the site. (Exhibit C, The Bayfront Planning Area.)

The General Plan and previous studies have included a heavily developed area (Millsdale) north of the Broadway interchange between the Bayshore Freeway and Carolan Avenue/Southern Pacific Railroad tracks/California Street and a small area south of the interchange as part of the Waterfront Element or Bayfront. The Bayfront, as designated in this current study, however, excludes those two areas because they are approximately 95 percent developed and redevelopment is not expected to occur there in the foreseeable future.

The Specific Area Plan study planning area was divided into three parts: the Northern Bayfront (East Millsdale) to the northwest, the Anza Area to the southeast and, between these two parts, the Anza Area Extension which consists of the City's Bayside Park and the Burlingame Disposal Site. Within this current designated planning area, the study has focused on the Anza Area because of the development potential for large parcels of vacant and underutilized sites and present development demand.

**HISTORY OF
THE AREA**

As areas of San Francisco Bay shoreline were filled and developed, most of the Northern Bayfront was used for light manufacturing and warehousing activities, or "land extensive" uses. The zoning designation of M-1 Light Manufacturing goes as far back as the 1941 Zoning Code. Most of the Rollins Road area west of the freeway (Millsdale) was developed between 1954-1955. Development of the East Millsdale Industrial Park followed in 1959. In the 1960's, demand for use of the Bayfront began to change as traffic generated by the San Francisco International Airport increased and development in the San Mateo mid-Peninsula area intensified.

Parcels in the area have been controlled in large private and public land holdings. The publicly held property in the Bayfront is owned and controlled by the California State Land Commission which can lease these state lands for development to maximize benefits to the State. Further discussion of the Commission is contained in Section II, Planning Considerations, Jurisdictional Constraints.

In 1972, the State entered into a long-term (66-year) lease agreement for 46 acres of the Bayfront with Anza-Pacific Corporation. The same year, the Corporation requested a large part of the Bayfront to be re-zoned as C-4, Waterfront Commercial to



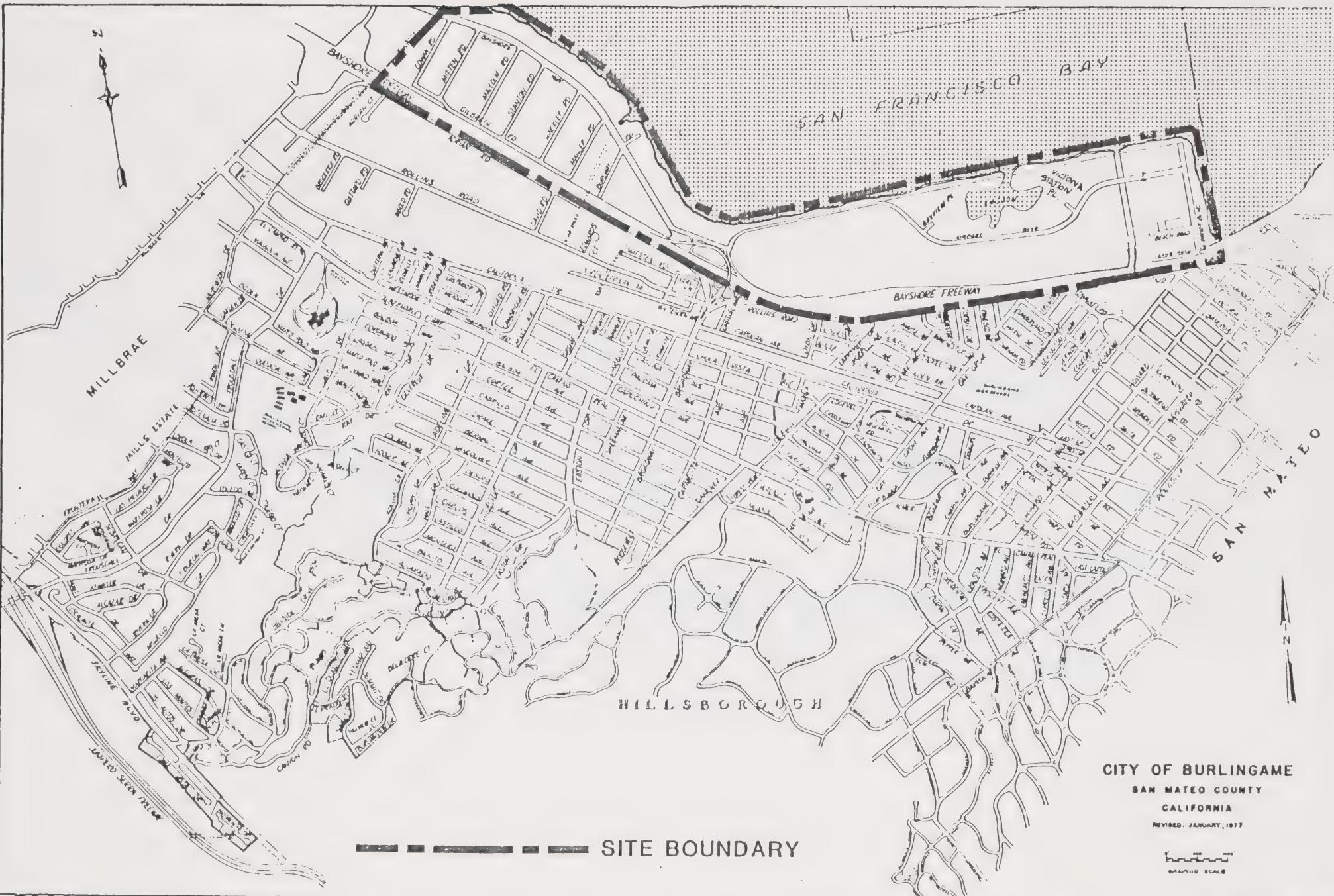
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EXHIBIT
A

Regional Location

BURLINGAME BAYFRONT SPECIFIC AREA PLAN

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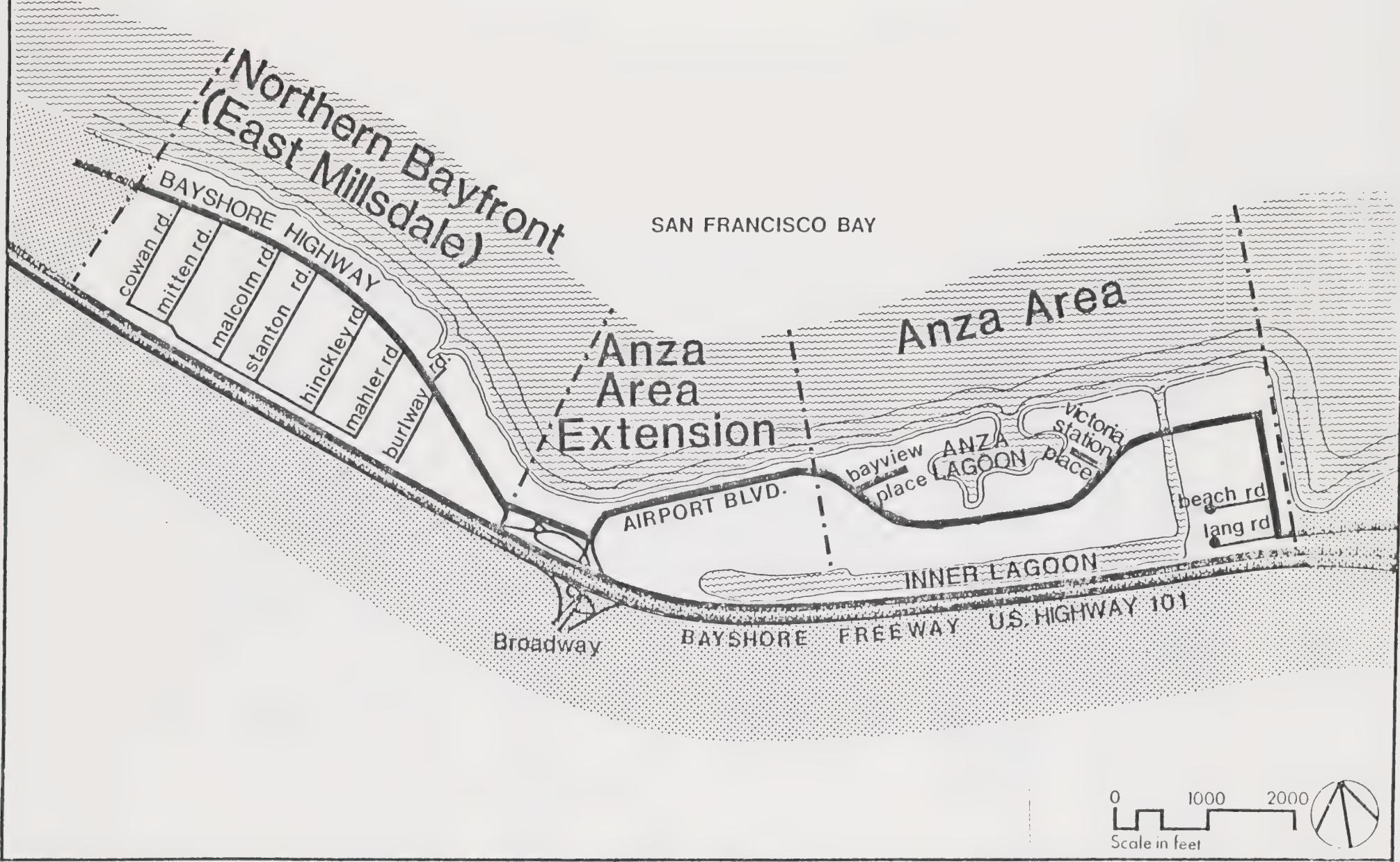
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B

Local Location

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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EXHIBIT
C

Bayfront Planning Area

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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allow a higher use of the land. The Anza-Pacific request reflected the growing demand for more intensive use of lands along the Bayshore Highway. Instead of being used for light manufacturing as in the 1950's and 1960's, much of the Bayfront land in the early 1970's was being developed with hotels/motels, restaurants, and offices. The requested C-4 rezoning was subsequently approved by the City 6 November 1972.

The Anza-Pacific lands were to have been developed according to the Corporation's Master Plan of 1974 and the new C-4 zoning, with completion of construction scheduled for 1982. Included in the plan were a 12-acre lagoon, a 750-foot view corridor perpendicular to the shoreline, and a system of pedestrian and bicycle pathways.

In 1975, the Anza-Pacific Corporation withdrew the Draft EIR which had been submitted with the area's Master Plan, the Corporation was dissolved, and the Anza Shareholders Liquidating Trust was formed to dispose of the properties including vacant and developed sites by 1981. This period can be extended five years or possibly longer if liquidation requires more time. Because of the location and scenic value, the Anza properties and the overall Anza Area have recently interested a number of developers.

As a result of such increasing development pressure in the Bayfront, and particularly the Anza Area, the City of Burlingame initiated a planning process for the Bayfront in 1977. In mid-1977, the City selected John Blayne Associates; Lord and Le Blanc, Urban Economists, and J. D. Drachman & Associates, Traffic Engineers to review and restudy the Waterfront Element of the General Plan. At the same time, the City was also considering the Bayside Redevelopment Project, which would have used redevelopment agency financing procedures to develop a convention facility. That project, however, was not implemented.

At the same time the City adopted a series of ordinances which had the effect of restricting development and increasing the difficulty of obtaining approvals. An Urgency Emergency Ordinance (Number 1107) Requiring Special Permits for Projects Near and East of Bayshore and Within the Rollins Road Industrial Area was adopted by the City Council 6 June 1977. This ordinance, which required every project to receive a "Study Area Permit" was in effect for three months. It was later extended by Ordinance 1113 for an additional six months and extended again for another four-month period by Ordinance 1122 until 6 July 1978. On 19 June 1978, just before expiration in July, the City passed Ordinance 1129 which required a Special Permit for office uses in the C-4 District.

INTRODUCTION

To further pave the way for Bayfront planning and to establish mechanisms for the development and implementation of the Specific Area Plan, the Burlingame City Council at a study meeting 6 December 1978 approved five goals and related development policies for the Bayfront. These goals and policies, which are described in Section II, Planning Considerations, are the basis for the land use designations for the five alternative plans subsequently developed by the City Planning staff for the Bayfront. A description of these alternatives is provided in Section VI, Areawide Impact Considerations. After further discussion, one alternative was selected for further study, and was developed as the Specific Area Plan described in Section IV.

In June 1979, the City adopted a Fee Ordinance (Ordinance 1151) to provide funds for implementing the Anza Area traffic improvements recommended in the 1977-1978 consultant studies. These improvements and the fee schedule are discussed in Section IV, Specific Area Plan. The traffic improvements are currently undergoing further study under the direction of the City's Department of Public Works.

Design Guidelines, adopted by the City Council in February 1980 are intended to assure that the Bayfront development, while obtaining the highest intensity of uses, maintains the residential community image of Burlingame, provides physical and visual amenities, and preserves and enhances the natural qualities of the area. These guidelines are discussed in Section IV, Specific Area Plan.

NEED FOR A SPECIFIC AREA PLAN

Of the nearly 70 acres owned by Anza or leased by the State to Anza for 66 years approximately 31 acres are vacant. In addition, 34 acres are occupied by interim uses. The interim uses include a drive-in theatre, Anza Airport Parking, and a private gas station. Although the theatre lease has 11 years remaining before expiration and Anza intends to continue its profitable parking business, many of the other interim uses are expected to be displaced since they do not reflect the highest use of the land. Moreover, some of these uses do not conform to current zoning and generally do not include major structures.

Anza's holdings include the most strategically desirable portion of the waterfront area. Major amenities include some views of the water, high visibility from the Bayshore Freeway, and the potential for easy freeway access if the proposed traffic improvements are implemented.

I.

INTRODUCTION

The Specific Area Plan is needed to assure attractive, coordinated development and to avoid rapid, uncontrolled development of individual parcels. Development planned to meet design criteria would make use of the special opportunities consonant with local concerns and interests of the Bayfront. These interests include adequate transportation facilities, compatibility of the physical scale of adjacent buildings and facilities with the image of Burlingame, preservation of views from the area, and natural features such as the shoreline and the lagoons. The City of Burlingame recognizes that the current demand for development in the Bayfront offers a unique opportunity for creating an environment in the Bayfront compatible with citywide goals for conservation. New activities developed in the Bayfront can result in fiscal and employment benefits to the City and the Bay region.

RELATED PROJECTS AND STUDIES

Public Studies and Projects

A study of the City's proposed circulation improvements described in Section IV, The Specific Area Plan, is being prepared by THM & Associates for the Burlingame Department of Public Works. This study, which is expected to be completed by mid-1981, will include a detailed Environmental Impact Report.

The City is proposing to develop jointly with Caltrans a vista point (a limited number of parking spaces) at the Eucalyptus Grove adjacent to the Bayshore Freeway. This project was part of the 1979 Transportation Improvements Program (TIP) for development of vista and rest points at interstate freeways. Caltrans designated this location as a vista point in 1978.

Private Development

Various individual developments are currently approved for construction or in the planning stages. Such development includes the Seabreeze Plaza Office Building at 35 Bayview Place, the Holiday Inn located at 600 Airport Boulevard near the Anza Lagoon, and the Communications Workers Building at 411 Airport Boulevard. Currently under study are the Intertelephon Building at 700 Airport Boulevard near Seabreeze Plaza and Days Inn located nearby at 777 Airport Boulevard. Land with projects approved or under construction is shown on Exhibit D, Approved Projects and Development Opportunities.

Projects completed during the late 1970's include the Legaspi Towers Office Building at 500 Airport Boulevard, Victoria Station Restaurant at 60 Anza Pacific place, Four Seas Center with offices

INTRODUCTION

and a restaurant at 800 Airport Boulevard, and a mini park at Anza Pacific Place.

USE OF THE SPECIFIC AREA PLAN

The Specific Area Plan is a flexible guide for future development of the area. The environmental assessment incorporated herein may be used by developers to determine the constraints posed by both the natural and man-made environments as well as to provide a basis for more detailed studies, as required, at the time that more specific development projects are proposed.

Specifically, this plan and environmental impact assessment may be used as a guide for development, for inter-agency coordination, and for City reference.

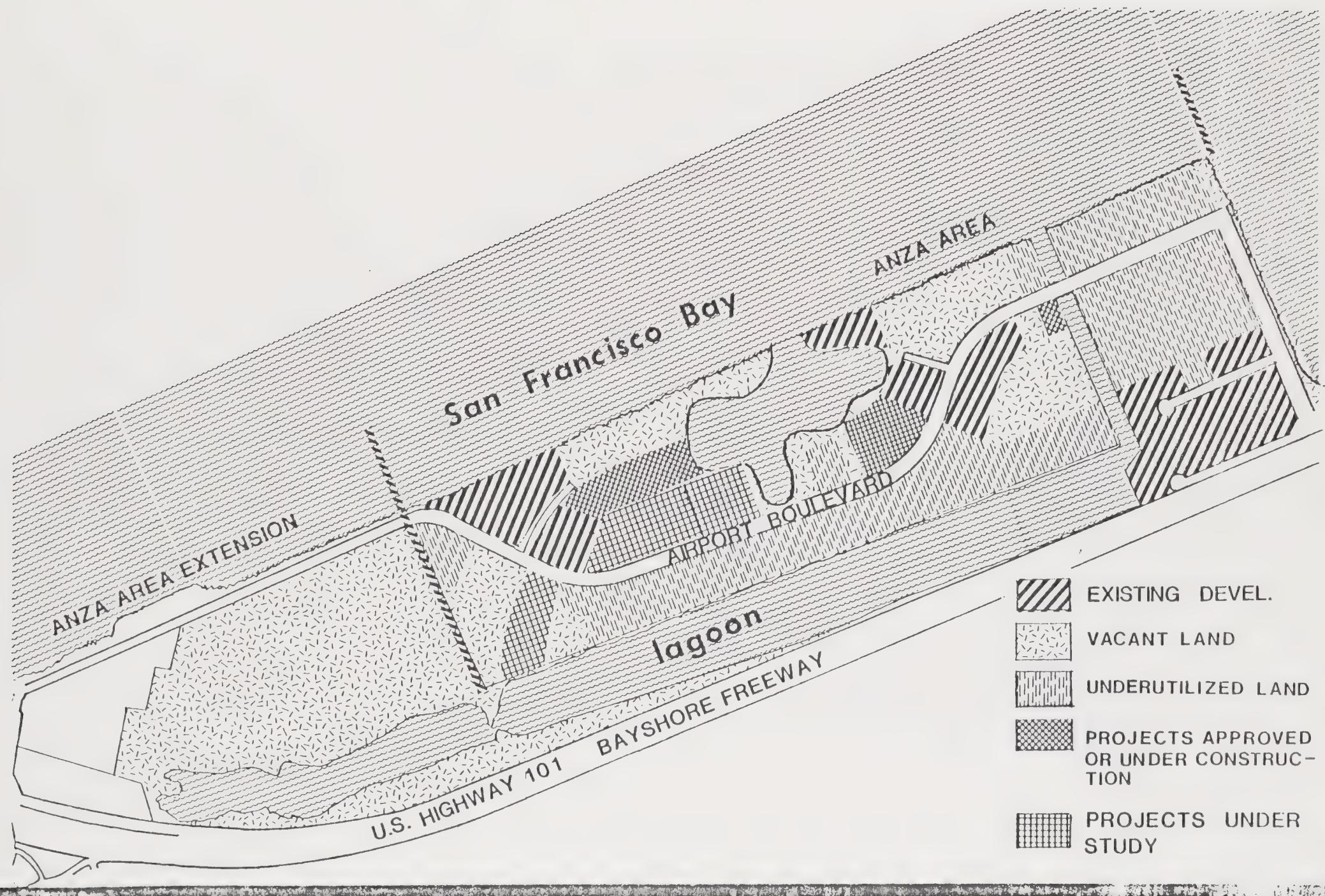
Development Guide - The SAP may be used by developers of sites within the specific planning area to determine potential environmental constraints in the area and the availability of necessary urban services. The environmental assessment may be used as a data base to reduce the time and expense of project environmental impact reports. Further EIR's may be focused on specific impacts of potential significance as permitted by Section 15140(E) of the State of California EIR Guidelines, as amended March 1978.

Inter-Agency Coordination - By adopting development goals and policies, design guidelines, and a fee ordinance for implementing traffic improvements, the City of Burlingame has already laid the groundwork to implement the Specific Area Plan. The environmental assessment indicates some of the issues which may be of concern to various agencies at the time individual project EIR's are prepared.

City Reference - Adoption of the Specific Area Plan will provide the City with a legal document which synthesizes its goals and policies for the Bayfront. The SAP may be used as a basis for evaluation of the compliance of specific development proposals with the City's policies.

PUBLIC PARTICIPATION

The general public, special interest groups, as well as property owners in the Bayfront, will have ample opportunity to review and suggest modifications to the SAP/Environmental Impact Assessment at public hearings before the Planning Commission and City Council. Public hearings will be held to receive comments and suggestions from interested parties. The environmental review process for subsequent individual site EIR's will ensure opportunities for ample review by numerous Federal, State, regional, and local agencies.



7920
EXHIBIT

D

Approved Projects & Development Opportunities

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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I.

INTRODUCTION

REVIEW AND UPDATE OF THE PLAN

The Planning Department should periodically update the Specific Area Plan as new information becomes available on development trends, constraints, and opportunities. Revision to standards proposed in the Plan should be considered periodically.

I.

INTRODUCTION

SOURCES

City of Burlingame

General Plan Adopted October 1969, with Additional Elements through December 17, 1979.
Zoning Ordinance Code Title 25.

City of Burlingame, Planning Department

Development Policy, Anza Area, Progress Report. November 30, 1978.
Specific Plan for Anza Area. January 10, 1979.
Site Development Permits for Anza Area, Progress Report. February 14, 1979.

J. D. Drachman Associates

Burlingame Bay Front Traffic Study

First Phase Progress Report. September 8, 1977.

Phase II Sketch Plan Alternatives Technical Memorandum. March 1978.

Phase III The Proposed Plan Traffic Impacts. September 1978.

John Blayney Associates, Urban and Regional Planners

Memorandum: Bayfront Alternatives. n.d.

Memorandum to the Burlingame City Council and City Planning Commission. March 17, 1978.

Proposed Waterfront Element, Burlingame General Plan. San Francisco, California, August 1978.

John Blayney Associates and Lord and Le Blanc

Burlingame Bayfront Report I Basic Data and Issues. September 1977.

II. PLANNING CONSIDERATIONS

This section identifies the factors that influence planning for the Bayfront. These factors include the City's goals for the area, proposed development policies, jurisdictional and ownership constraints, as well as unique opportunities for conservation and development. Other significant factors--General Plan designations, existing zoning regulations with Special Permit requirements, and current land use--are described in Section III, The Setting.

GOALS FOR THE BAYFRONT

Five major goals for the Bayfront were approved by the City Council on December 6, 1978. These goals evolved from the assumptions that development of the Bayfront in general and the Anza Area in particular should emphasize those uses which best promote public access and use of the shoreline, that new development should be consistent with the capabilities of the transportation and utility systems to provide an acceptable level of service to the waterfront area and the remaining portion of the City, and that Bayfront development should produce the maximum benefit of revenue to cost ratio to the City of Burlingame. The goals that evolved from these assumptions are:

1. Development shall be consistent with the capacity of the adjacent road system.
2. A specific plan should be selected which maximizes public access to the shoreline.
3. Development should yield a high revenue-to-cost ratio.
4. Guidelines and regulations should be adopted which will insure good quality development.
5. Development should be visually attractive, pleasing both to those who work and visit the area, and also to those who use the area for recreation.

Two additional goals are proposed by this report:

6. Land uses in the Bayfront should be environmentally consistent with, and supportive of, Burlingame's main function as a residential community, and
7. Land uses in the Bayfront should reflect the special locational value of the area: proximity to regional freeways and to the San Francisco International Airport.

Sources on which this section are based are provided at the end of the section.

DEVELOPMENT POLICIES

Included within the goals that the City Council adopted for the Bayfront are a series of development policies. These policies are standards or principles which are to serve as a guide for development of the Bayfront.

The Anza Area and Anza Area Extension**Shoreline Access**

1. Reserve sites closest to the shoreline for land uses which draw a large number of visitors (i.e., hotels and restaurants).
2. Provide a continuous network of attractive and safe pedestrian and bicycle access along the shoreline and through the interior of the Anza Area.
3. Encourage implementation of the Burlingame Zoning ordinance requirement for a 25-foot-wide shoreline strip, consistent with the Bay Area Conservation and Development Commission (BCDC) requirements for the provision of public access to the shoreline.

Road System

1. Establish a desirable level of service for transportation facilities: a balance between traffic volumes and road capacities. A discussion of Levels of Service is contained in Appendix A, Traffic Analysis.
2. Identify appropriate sites for developments which generate high volumes of traffic at peak hours.
3. Identify improvements to increase road capacities to serve the uses proposed in the SAP.
4. Create a fiscal mechanism for sharing the costs of transportation improvements by private developers.
5. Encourage low intensity development or no development if transportation facilities are not available for higher intensity land uses.

Revenues and Costs

Burlingame residents have been concerned about the balance between revenues and costs resulting from development of the Bayfront. Since the Bayfront is relatively isolated from the rest of the City, it is possible to identify these costs and revenues. The fiscal policies adopted by the City Council in 1979 for the Bayfront are:

1. Establish a high priority for development of hotels and restaurants which would generate substantial revenues to the City from room and sales taxes.
2. Actively encourage major restaurant chains to locate in the area. Establish site standards for attractive public improvements to accompany hotel and restaurant construction.
3. Reserve prime hotel and restaurant sites and preserve them from early development for other land uses through the Specific Area Plan land use designations.

Visual Character

Since the Bayfront is highly visible from the Bayshore Freeway, it contributes to the region's image of the City of Burlingame. Because of the commercial importance of visibility, recent development has been constructed in a wide variety of architectural styles. The design of developments must be coordinated to protect the visual attractiveness of the area and create a harmonious visual environment consistent with the image of the Burlingame community. The policies to achieve these aims are:

The Anza Area

1. Establish height and setback regulations for new developments.
2. Encourage site designs that improve the appearance of parking areas.
3. Encourage intensive landscaping.
4. Provide view corridors for views of the Bay and the Anza Lagoon both from within and outside the area.

The Northern Bayfront

1. Maintain existing buildings in present uses until redevelopment is feasible.
2. Improve some streets to improve traffic flow in the area and to accommodate anticipated traffic generated from future development.
3. Allow interim low intensity land uses on available sites until regional demand for high intensity uses grows.

ACCESSIBILITY

The Bayfront is strategically located in the mid-Peninsula area only 2 miles south of San Francisco International Airport and

1. Establish a high priority for development of hotels and restaurants which would generate substantial revenues to the City from room and sales taxes.
2. Actively encourage major restaurant chains to locate in the area. Establish site standards for attractive public improvements to accompany hotel and restaurant construction.
3. Reserve prime hotel and restaurant sites and preserve them from early development for other land uses through the Specific Area Plan land use designations.

Visual Character

Since the Bayfront is highly visible from the Bayshore Freeway, it contributes to the region's image of the City of Burlingame. Because of the commercial importance of visibility, recent development has been constructed in a wide variety of architectural styles. The design of developments must be coordinated to protect the visual attractiveness of the area and create a harmonious visual environment consistent with the image of the Burlingame community. The policies to achieve these aims are:

The Anza Area

1. Establish height and setback regulations for new developments.
2. Encourage site designs that improve the appearance of parking areas.
3. Encourage intensive landscaping.
4. Provide view corridors for views of the Bay and the Anza Lagoon both from within and outside the area.

The Northern Bayfront

1. Maintain existing buildings in present uses until redevelopment is feasible.
2. Improve some streets to improve traffic flow in the area and to accommodate anticipated traffic generated from future development.
3. Allow interim low intensity land uses on available sites until regional demand for high intensity uses grows.

ACCESSIBILITY

The Bayfront is strategically located in the mid-Peninsula area only 2 miles south of San Francisco International Airport and

adjacent to the Bayshore Freeway (U.S. Highway 101), a major north-south connector. In addition, the amenity of the adjacent Bay shoreline increases the desirability of the site particularly for hotels and restaurants. Altogether these locational characteristics suggest that the Bayfront will generate continuing development interest, particularly as a result of airport and ancillary facilities' expansion.

At the same time, as discussed in Section III, The Setting, Circulation, the Bayfront is severely constrained by lack of direct access to the Bayshore Freeway. Existing access is confusing, particularly at the Broadway/Bayshore Freeway interchange. Moreover, although existing intersections may provide acceptable levels of service, they would not provide sufficient capacity for the new development in the area that is being proposed by the Specific Area Plan (Section IV).

NATURAL AMENITIES

The Bayfront's most striking amenity is its location next to San Francisco Bay. In addition to views, the shoreline offers opportunities for recreational enjoyment of the Bay. Views of the Bay from Airport Boulevard and Bayshore Highway, however, are limited by the flat topography. The potential for pedestrian and bicycle access near the water has already been recognized, as evidenced by the inclusion in the General Plan Open Space Element and in the C-4 zoning designations of a requirement for all private developers to provide an open space easement along the shoreline.

EASEMENTS

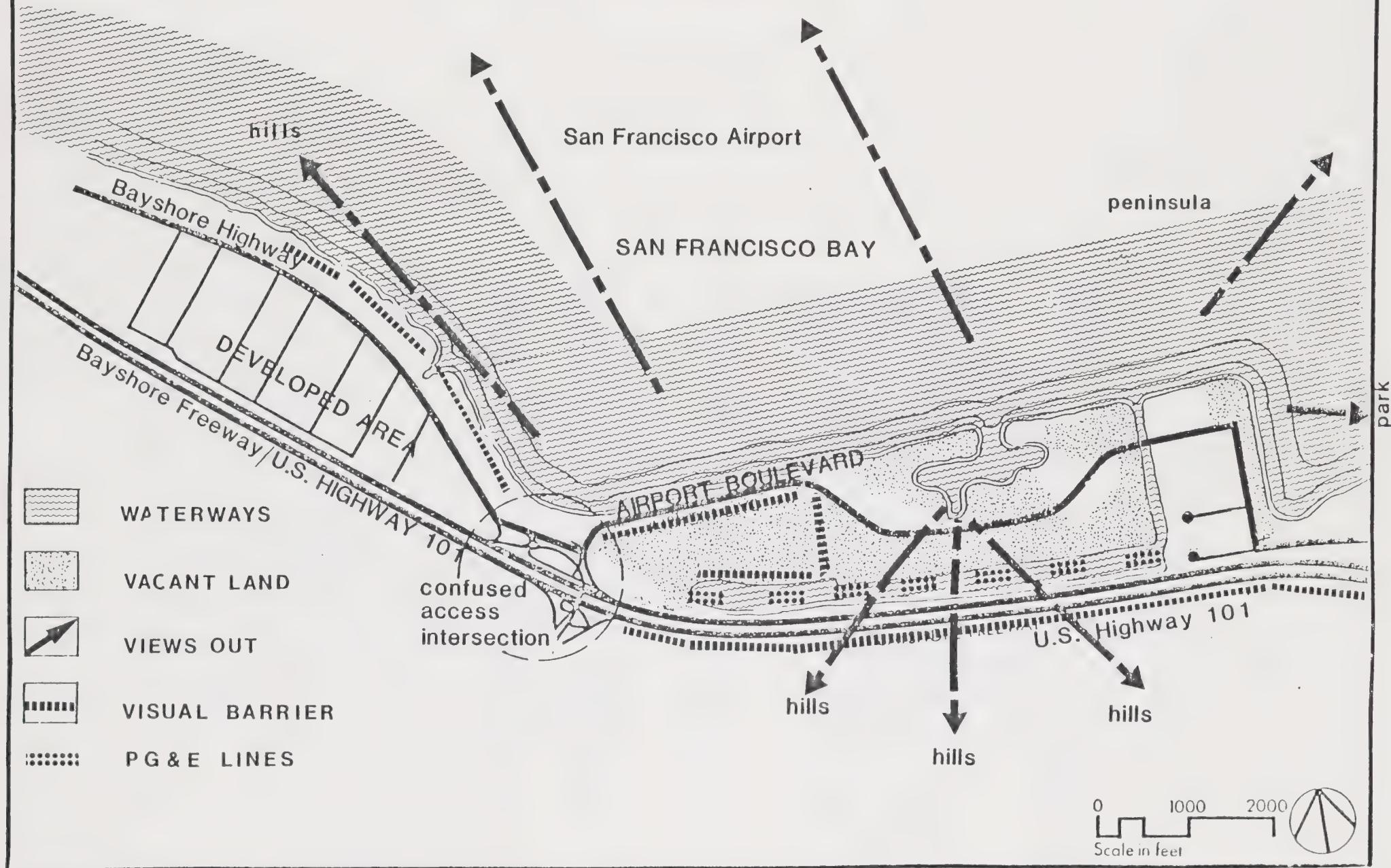
A Pacific Gas and Electric company right-of-way, approximately 140 feet wide, runs parallel and adjacent to the Bayshore Freeway in the Inner Lagoon and tidal slough. A series of pylons carrying high tension power lines is located in this right-of-way. (Exhibit E, Site Opportunities and Constraints.)

JURISDICTIONAL CONSTRAINTS

While the natural amenities at the Bayfront's edge and the Anza Lagoon represent opportunities, they also involve constraints for the type and extent of development to be allowed by the large number of regulating agencies with jurisdiction in the area. The Bayfront's location next to the shoreline is a particular concern of multiple jurisdictions which regulate shoreline activities in and along San Francisco Bay. Reviewing agencies which review city plans for conformance with their own plans and regulations for the Bay include the following federal, state, and regional agencies:

Federal	U.S. Department of the Army, Corps of Engineers U.S. Coast Guard National Marine Fisheries Service
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City of San Francisco



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EXHIBIT
E

Site Opportunities & Constraints

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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II.

PLANNING CONSIDERATIONS

State	Bay Conservation Development Commission (BCDC) California Department of Fish & Game California Department of Transportation (Caltrans) State Lands Commission State Water Quality Control Board
Regional	Association of Bay Area Governments (ABAG) Bay Area Air Quality Management District (BAAQMD) San Francisco Airports Commission

U.S. Department of the Army Corps of Engineers

Under the 1972 Federal Water Pollution Control Act, the Corps of Engineers was assigned permit authority over all dredging and filling operations in all waters of the United States. This definition includes the San Francisco Bay up to the mean higher high water mark and adjacent wetlands, swamps, marshes, bogs, and similar areas. The Corps' principal concerns are the impacts that dredging or filling would have on water quality and marine life, erosion potential, and water supplies.

U.S. Coast Guard

The U.S. Coast Guard has law enforcement authority for all navigable federal waters. This authority includes San Francisco Bay.

National Marine Fisheries Service

The Service, part of the U.S. Department of Commerce, reviews development that requires a Corps of Engineers' permit to determine if such development would be damaging to fish habitats.

Bay Conservation Development Commission (BCDC)

Of all the agencies with jurisdiction in the area, the agency with the greatest influence over the nature of the development in the waterfront area is the BCDC. Any development within 100 feet of the shoreline is within BCDC's jurisdiction. For the Bayfront planning area, this restriction represents approximately 30 percent of the land on the bay side of the freeway. One of BCDC's main concerns about any shoreline development is that it provide "maximum feasible public access" to the shoreline. The BCDC plan shows 110 acres of the Bayfront reserved for "priority shoreline uses". Such areas may include water-oriented commercial recreation and supporting activities such as restaurants and shops. Another concern of equal importance is the prohibition of fill in the Bay except for water-oriented activities. (Exhibit F, Major Public and Private Ownership and Jurisdictions.)

California Department of Fish & Game

This department is responsible for vegetation and wildlife in salt marshes and lagoons.

California Department of Transportation (Caltrans)

Caltrans is responsible for construction and maintenance of the Bayshore Freeway/State Highway 101, which forms one boundary of the planning area and is a major route in the traffic improvements included in the Specific Area Plan.

State Lands Commission

Another agency with authority in the area is the State Lands Commission which holds all state lands including tidelands and submerged lands. In the Bayfront, the State has entered into a long-term (66-year) lease with Anza Pacific for 46 acres. The terms of this lease are covered by the 1972 boundary settlement and exchange agreement. The State Lands Commission will review all proposed actions for land under their ownership or to which they have a title claim. (Exhibit F)

State Water Quality Control Board

This board has permit review of development which would discharge any sewage or wastewater into the Bay, creeks, sloughs, or lagoons.

Association of Bay Area Governments (ABAG)

The ABAG Regional Plan 1970-1980 recommends a city-centered concept to strengthen existing communities and minimize uncontrolled development on the urban fringe. To implement this concept on the Peninsula, the plan diagram shows basic employment, open space, and residential development as the land uses recommended for the Bayfront planning area. Since the Plan was completed in 1970, ABAG's Executive Committee has not addressed any specific development issues in the West Bay, nor have specific standards been set defining "projects of regional significance" on which ABAG would take a specific position. It is unlikely that a development proposal for the Bayfront will generate sufficient controversy to trigger ABAG action.

Bay Area Air Quality Maintenance District (BAAQMD)

Formerly known as the Bay Area Air Pollution Control District when it was created by the State Legislature in 1955, the BAAQMD has authority to control stationary sources of air pollution; control of motor vehicle emissions rests with the California Air Resources Board. Under current regulations the District polices pollutant emissions for which standards have been set and issues permits to construct and operate new plants and any commercial or industrial operations that emit air contaminants. By 1980, any facility or operation with emissions of 1,000 pounds or more a year will be subject to permit requirements. However, the District has no authority at present over any indirect sources of air pollution (major traffic generators such as parking facilities, large office



PRIVATE OWNERSHIP



CITY OF BURLINGAME

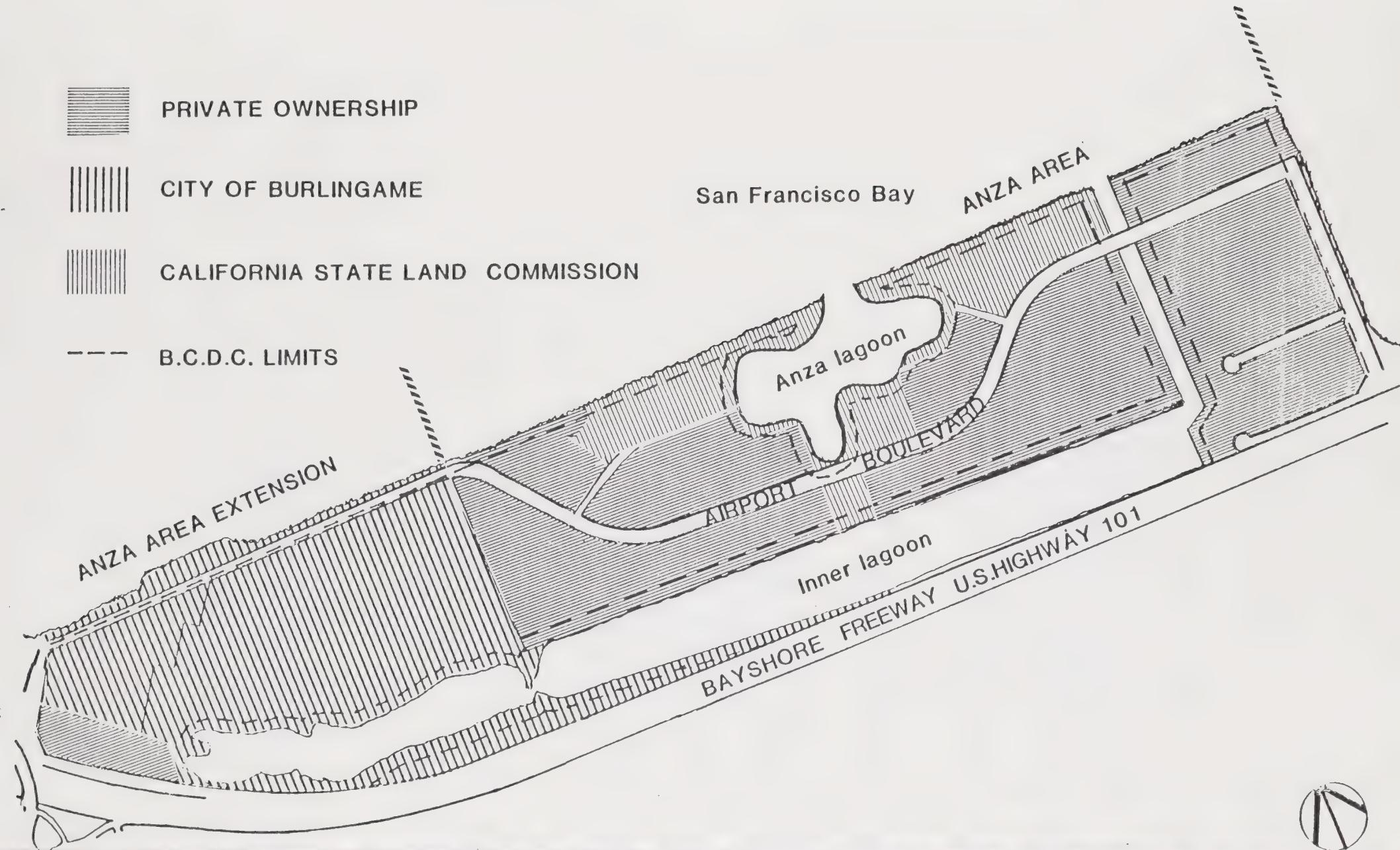


CALIFORNIA STATE LAND COMMISSION



B.C.D.C. LIMITS

San Francisco Bay



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EXHIBIT
F

Major Public & Private
Ownership & Jurisdictions

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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PLANNING CONSIDERATIONS

buildings, convention centers or major recreation facilities). In the context of reviewing specific project EIR's, District staff will comment on air quality impacts of development proposals, stating whether or not the project will conflict with effort to achieve and maintain air quality standards. Under the 1977 Clean Air Act amendments recently signed by President Carter, review of indirect sources is authorized as one means of implementation, so the District may be delegated such authority in the near future.

San Francisco Airports Commission

No land on the Bayfront lies within a designated aircraft approach zone.

PROPERTY OWNERSHIP

Major public and private property ownership is shown on Exhibit F, Major Public and Private Ownership and Jurisdictions, and are described here.

Public

The two major city-owned properties are located in the Anza Area Extension: Bayside Park, a 7.8-acre area which offers three baseball fields and some picnic tables, and the 43.5-acre Burlingame Disposal Site. This Class II-2 site accepts only residential and commercial trash, rubbish, lawn clippings, and garden debris; demolition and construction debris; and white goods and tires. The site is used by Browning Ferris Industries (BFI), the operators, as well as private collectors and the general public. Some salvage is permitted. Sludge from the city sewage treatment plant adjacent to the site is ponded separately from the operating disposal area in drying beds. Under the terms of the permit amendment, this site is scheduled to close in mid-1982 when it is expected to be developed as a park or golf driving range.

Private

Except for a half-mile strip of tidelands owned by Westbay Associates, the other major landowner in the Anza Area is the Anza Shareholders Liquidating Trust which is actively marketing its properties. Anza Airport Parking is a current activity included in the Anza holdings. The Westbay property, located along the shoreline, was designated as tidal plain and is unlikely to be developed in the foreseeable future because of strict BCDC regulations.

DEVELOPMENT POTENTIAL

A survey conducted 13 February 1980 by the Burlingame Planning Department of 36 projects in the overall Bayfront planning area revealed: 4 of the projects (11 percent of the total) between 1969 and 1979 were warehousing or office/warehousing; 16 of the projects (44 percent) were in offices (conditional use in M-1 District and C-4 District); 3 of the projects (8 percent) were in

PLANNING CONSIDERATIONS

commercial recreation; and 13 projects (37 percent) were in hotel/motel and restaurant development. These estimates are based on a number of projects rather than on specific square feet. The study also showed that on Airport Boulevard, closest to the shoreline, only hotels/motels, restaurants, recreation, and office uses have been constructed. On Bayshore Highway, only offices, hotels/motels, and restaurant uses have been constructed.

The results of that survey support the findings of an economic market study of the Bayfront commissioned by the City as part of the 1977-78 consultant studies. That study concluded that the Bayfront was and would continue to be subject to "strong development pressures" as a result of availability of sites in a desirable and easily accessible location within an area of increasing scarcity of developable sites; and the need to accommodate expansion of commercial and industrial activities in the Mid-Peninsula area."

The study further indicated that "development in industrial parks is moving toward more intensive uses such as executive offices, research and development, distributing and warehousing." It noted the increasingly frequent conversion of pre-existing facilities from manufacturing and warehousing to more intense activity.

The analysis indicated that the Bayfront was particularly well suited for commercial office development because of its "proximity to the San Francisco Airport, access to the Bayshore Freeway, convenience of nearby restaurants and hotels; Burlingame's prestigious address, the potential waterfront view."

In terms of hotels, the report pointed to the relationship between the volume of air travel and the demand for hotel space. Projecting on a basis of an increase from 5.1 million passengers in 1960 to 18.8 million in 1976, the report predicted a total volume of passengers of 21.4 million in 1980. Considering the current airport terminal expansion, this was considered to be a conservative estimate.

Additional restaurants were considered feasible in the Bayfront area and an additional 6-10 restaurants were recommended. Of these, about half were suggested for shoreline locations.

Based on the current Planning Department survey and previous studies, and the fact that developers have been taking advantage of the views and special appeal of the shoreline or lagoon locations, it can be expected that offices, hotels, and restaurants will continue to find the Bayfront a desirable location as the high cost of land and construction will force warehouse and manufacturing uses to search for more cost effective sites.

SOURCES

Association of Bay Area Governments
The ABAG Regional Plan 1970-1980.

Bay Conservation and Development Commission
The San Francisco Bay Plan, adopted 1968.

City of Burlingame Planning Department
Development Policy, Anza Area, Progress Report. November 30,
1979.
Survey. February 13, 1980

John Blayney Associates and Lord and Le Blanc
Burlingame Bayfront Report I Basic Data and Issues. September
1977.

III. THE ENVIRONMENTAL SETTING

While development, to a great extent, is able to transform an area, good development is based on a solid understanding of the inherent characteristics of a site and seeks to make the most of the attributes while, at the same time, recognizes natural limitations. This section of the report contains a description of the natural and man-made environment of the Bayfront.

THE NATURAL ENVIRONMENT

Topography

The natural environment generally describes the physical setting or the conditions which man has used as a base on which to create his structural, social, and cultural environment. In this report, the natural environment includes the topography, soils and geology, hydrology and water quality, plants and animals (the biota), noise characteristics, and air quality which characterize the Bayfront.

Soils and Geology

The Bayfront site is a relatively flat site bordered along its northern side and eastern end by San Francisco Bay. Near its eastern end, a canal connects the Bay with the Inner Lagoon which approximates the site's southwestern length. A stand of established eucalyptus trees located adjacent to the Bayshore Freeway is a well known landmark.

The larger part of the Bayfront has been reclaimed from the San Francisco Bay. The fill on the site varies from 8-1/2 to 18 feet in thickness and consists of clay and sand with quantities of gravel, wood, glass, concrete, asphalt rubble, and other debris. A layer of soft bay mud underlies the artificial fill at a thickness of 3 to 12 feet. Soils below the bay mud consist of stiff silty clay and dense clayey sand.

The Bayfront is located approximately 2-1/2 miles east of the main trace of the active San Andreas fault and about 2 miles southeast of the inactive San Bruno fault. It is also 15 miles southwest of the Hayward fault within the California Coast Ranges geomorphic province. Maximum ground shaking is expected to be generated by an earthquake of Richter Magnitude 8.3. Liquefaction on site is not expected to be a hazard. Some differential settlement is expected on site.

The Santa Cruz Mountains to the west and the Berkeley Hills to the east form nearly parallel ridges which are separated by San Francisco Bay. San Francisco Bay is located within the middle crustal unit known as the San Francisco-Marin Block, which encompasses the area between the San Andreas and the Hayward faults.

Uncited sources used in this section are listed at the end of the section.

Three physical characteristics of the site would affect development in the Anza Area in general: a low lying topography which requires fill; compressibility of the upper natural soils (bay mud), and the relative proximity of the site to the San Andreas fault.

Several EIR's prepared for projects in the immediate area have documented soils and geology conditions in the area and specified mitigation measures, including foundations design, if necessary. The following sections are hereby incorporated by reference:

- Earth Metrics, DEIR for Holiday Inn, Burlingame, June 8, 1979, p. 45.
- Earth Metrics, DEIR North Bayside System Unit Wastewater Treatment Facilities Improvements, October 1976, p. 11-25.
- Harding-Lawson Associates, Consulting Engineers and Geologist, Physical Characteristics for Anza Master Plan DEIR, San Rafael, March 19, 1974.
- LeRoy Crandall & Associates, Consulting Geotechnical Engineers, Report of Foundation Investigation for Proposed Seabreeze Plaza, Bayview Place Near Airport Boulevard, Burlingame, CA for Raiser Construction Company, Inc., June 8, 1979.
- Madrone Associates, DEIR for One Waterfront Office Building, November 1977, p. 21.
- Raiser Architectural Group, Initial Study for Seabreeze Plaza, Burlingame, February 8, 1979, pp. 16-18.
- Raiser Architectural Group, Legaspi Towers on the Waterfront EIR, pp. 48-63.
- Torrey & Torrey, Inc., DEIR for the Proposed Bay Club Condominium Project, October 1977, p. 44.

Hydrology

The major hydrologic features of the planning area are the Anza and Inner Lagoons. These lagoons are connected to San Francisco Bay by narrow inlets. The Anza Lagoon has been constructed with rough barriers of concrete and asphalt rubble which somewhat restrict the flow into the lagoon and reduce wave and current action. The lagoon banks are steep and covered with riprap; no emergent vegetation is present along the lagoon margins or on the riprapped banks.

The present storm drainage system for the Anza Area was built 10 to 15 years ago. Because of the inward bowl-shaped topography of the Anza Area, the drainage system depends on a privately owned and operated pump station located in the center of the bowl-shaped site. The drainage pipes connect with this lift station and the pressure created from the mechanism carries the runoff into the inner lagoon.

The following EIR is hereby incorporated by reference:

- Madrone Associates, EIR for One Waterfront Office Building, November 1977.

Water Quality

The San Francisco Bay Regional Water Quality Control Board (RWQCB) reviews development near the San Francisco Bay to assure that project plans are in compliance with applicable water quality standards. Water quality of the Bay has improved in recent years as a result of enforcement of State water quality standards and implementation of water quality control measures identified in the San Francisco Water Quality Control Plan (State Water Resources Control Board, 1975) and the recently developed San Francisco Bay Area Environmental Management Plan (Association of Bay Area Governments, 1978). In the San Francisco Bay Area Environmental Management Plan, particular emphasis is placed on control of urban non-point source runoff that enters bay waters. Urban runoff containing street contaminants, such as litter, tire particles, sediment, organic matter, grease, and oil, generally have water quality characteristics similar to weak domestic sewage. Control of this widely distributed pollutant source is of particular importance in the poorly flushed lower Bay, where continuing development of roadway and parking facilities steadily increases the magnitude of the urban runoff problem. Runoff in the planning area is pumped into the Anza Lagoon and Bay via a storm drainage system. Runoff from paved surfaces carries petroleum products, fertilizers from landscape planting, and other polluting and possibly toxic substances and debris.

Water quality of the portion of San Francisco Bay in the planning area is poorly documented because of the scarcity of recent data. Although dissolved oxygen and turbidity characteristics are generally within criteria established in the Environmental Management Plan, coliform bacterial levels are probably elevated during certain parts of the year.

Biota

Significant biotic resources in the study area include the tidal waters and salt marshes of the inner and outer lagoons, the mature trees and other plants of Bayside Park, and a small salt marsh adjacent to the San Francisco Bay shoreline in the northwest

corner of the area. A vacant field at the northwest corner has a vegetation of insignificant shrubs and grasses. More than 140 trees exist at Bayside Park. These include sycamore, eucalyptus, cypress, Monterey Pine, Chinese Elm, and other species.

Anza Lagoon - Although no studies specifically addressing the biota of the lagoon are available, the lagoon is probably utilized by some water birds, aquatic invertebrates, and fish species. Forster's terns, gulls, and occasional waterfowl have been observed resting and feeding on the fish and shellfish of the lagoon. Clamshell fragments and burrows of mud dwelling invertebrates were noted along the margins of the lagoon. A population of benthic invertebrates may be established in the lagoon, since it has not been dredged for approximately five years. These species are probably colonists from adjacent Bay waters. Sampling of benthic organisms was performed by the Sanitary Engineering Research Laboratory of the University of California less than one mile northeast of Coyote Point (which is approximately one mile south of the lagoon). High concentrations of Photis californica were found at this location. Other common species found were Heteromastus spp., Harmothoe imbucata, Exogone gemmifera, Polydora brachycephala, and several oligochaetes. Another study performed by the California Department of Fish and Game identified a shellfish bed of 102,600 square feet and containing soft shelled clams, littleneck clams, and native oysters north of Coyote Point.

Inner Lagoon - Within the salt marshes of the Inner Lagoon, two plant species are found: the salt-marsh bird's beak (Cordylanthus maritimus spp. maritimus), which is federally listed as endangered, and the glabrous popcorn.

An animal, the salt-marsh harvest mouse (Reithrodontomys raviventris), associated with the salt marshes is listed on both the Federal and State List of Endangered Species. Birds which are found on the site include the California clapper rail (Rallus longirostris obsoletus) which is on both the Federal and State List of Endangered Species and the California black rail (Laterallus jamaicensis coturniculus) which is a candidate for the Federal List of Endangered Wildlife and on the California List of Rare Wildlife. Most fish found within the San Francisco Bay can be encountered in the waters adjacent to the Bayfront. Particularly large numbers of perch and striped bass are taken by fishermen along the eastern end of the area, especially from the canal.

Ruddy ducks, both greater and lesser scaups, scoters, and other diving ducks feed on bottom plants and small animals in the shallow marches at the western terminus of the Inner Lagoon. Wading

birds, such as the snowy and American Egrets, are frequently seen near the PG&E towers and marshes adjacent to them.

The existing biota on several sites in the vicinity of the planning area have been described in several EIR's and sections of these are hereby incorporated by reference:

- Earth Metrics, DEIR for the Proposed Holiday Inn, June 1979, p. 53.
- Earth Metrics, DEIR for the Proposed Westates Park in Burlingame, September 5, 1977, pp. 28-29.
- HKS, DEIR for the Bayside Redevelopment Project, July 1977, pp. 78-79 and Appendix G.
- Madrone Associates, DEIR for One Waterfront Office Building, November 1977, p. 28.
- Raiser Architectural Group, Initial Study for Seabreeze Plaza, Burlingame, February 8, 1979, p. 19.

Noise

The major noise sources currently in the area are the Bayshore Freeway traffic and the airport at the northwest edge of the area. Noise measurements taken in 1975 at a number of locations on the site indicate that noise levels are between 72 to 75 Community Noise Equivalency Levels which fall within the acceptable range for industrial use in the Burlingame Noise Element of the General Plan, but which would exceed the standards for commercial or public uses.

Air Quality

Burlingame and the Bayfront are situated on the western side of the San Francisco Air Basin. The California Air Resources Board has designated the San Francisco basin as an Air Quality Maintenance Area. To comply with this designation, a plan must be filed and implemented to attain and maintain a specific level of air quality.

The San Francisco Bay Area Air Basin is also designated as a nonattainment area for oxidant, carbon monoxide (CO), and particulates. Nonattainment refers to those areas that, by virtue of past air quality monitoring or air pollutant emissions growth trends, violate the National Ambient Air Quality Standards (NAAQS). Local, state, and federal agencies are currently involved in the formulation of plans and policies to reduce pollutant levels in such nonattainment areas.

The Bay Area Air Quality Management District (BAAQMD) operates air quality monitoring stations throughout the Bay Area. The monitoring stations closest to the site are located in Redwood City and San Francisco. Recent records of this monitoring indicate that very few violation days for the air quality standards occur in the City of Burlingame, as compared to the rest of the Bay Area. Prevailing winds contribute a high dilution factor which is responsible for the relatively low contaminant levels compared with most other locations in the Bay Area. Automobiles account for the majority of the carbon monoxide, reactive hydrocarbons, and nitrogen dioxide emissions in the air basin. Reactive hydrocarbons and nitrogen dioxide are precursors of oxidant. (Particulate and sulfure dioxide emissions in the San Francisco Bay Area Air Basin are largely the result of non-motor vehicle sources).

The general climate and air quality conditions in the Bayfront have been described in a number of EIR's. The following sections of these reports are incorporated by reference:

- Earth Metrics, Inc., DEIR North Bayside System Unit Waste-water Treatment Facilities Upgrading, October 1976, pp. C 39-40.
- Earth Metrics, DEIR for the Holiday Inn, June 1979, p. 46.
- Earth Metrics Inc., EIR for the Charles King Office Center, July 13, 1977, pp. 21-25.
- Madrone Associates, DEIR for One Waterfront Office Building, November, 1977, pp. 16, 18.
- Torrey & Torrey, Inc., DEIR for the Bay Club Condominium Project, October 1977.

MAN-MADE ENVIRONMENT

As described in this report, the man-made environment describes the current land uses of the Bayfront, General Plan and zoning designations, circulation network, economic activity, utilities and public services, and other recreational, historical, and aesthetic considerations.

Current Land Use

For this Specific Area Plan, land uses were divided into three categories: public land use, private land use, and vacant. Public uses include those activities that are generally accessible to the public during normal hours of operation such as hotels/motels, restaurants, commercial recreation, and service stations. The Burlingame disposal site, designated as a landfill, which is slated to become a public park, is also included in this category. Private

land uses include activities such as offices, and office/warehouse, car rental and lease parking. These uses are shown on Exhibit G, Existing Land Use and acreages are itemized on Table I, Existing Land Use Acreage.

TABLE I
EXISTING LAND USE ACREAGE*

Uses	Anza Area	Anza Area Extension	Total
Public Use			
Hotels/Motels		5.6	5.6
Restaurants	3.0		3.0
Commercial Recreation	16.2		16.2
Disposal Site		43.5	43.5
Open Space**	1.4	7.8	9.2
Lagoons		54.2	54.2
Private Use			
Offices	10.0		10.0
Office/Warehouse***	15.5		15.5
Lease Parking/Car Rental	31.5		31.5
Vacant	30.8		30.8

*Excludes Northern Bayfront

**Does not include shoreline

***Insignificant in these areas

III.

THE SETTING

It should be noted that there are no residences, schools, or public institutions in the Bayfront planning area. Also, acreages are provided only for the Anza Area and Anza Extension Area because no changes are proposed for the Northern Bayfront.

General Plan Designations

As shown in Exhibit H, Waterfront Element, City of Burlingame General Plan, as revised April 21, 1975, the land uses specified for the Bayfront are:

TABLE 2

CURRENT LAND USE DESIGNATIONS
WATERFRONT ELEMENT
CITY OF BURLINGAME GENERAL PLAN

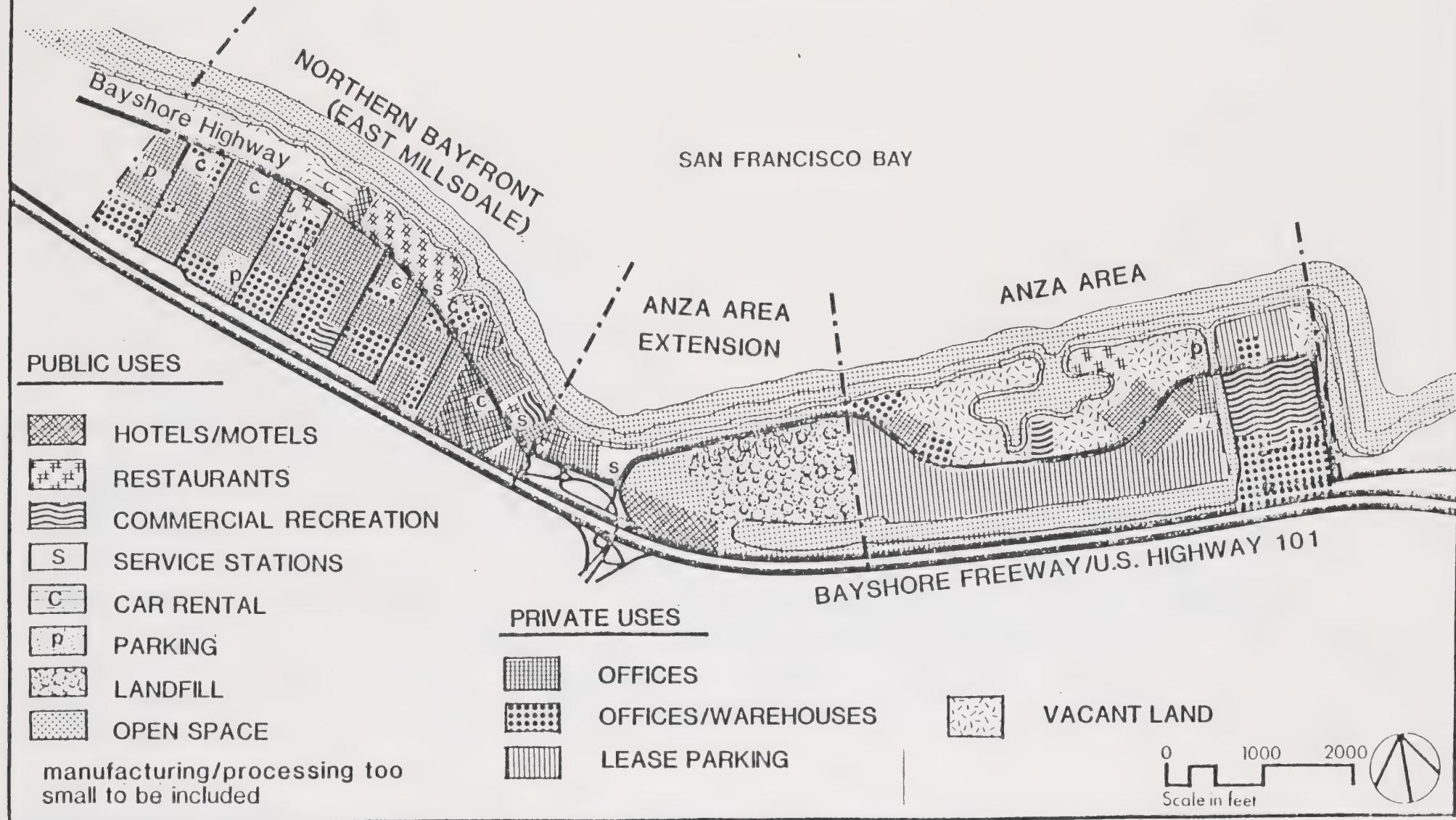
	Anza Area	Anza Area Extension	Northern Bayfront
Community Parks	x	x	
Waterfront Commercial	x		x
Industry and Office	x		x

Section IV, Specific Area Plan describes the proposed changes that will update the General Plan by replacing the Waterfront Element and amending the Circulation and Open Space Elements. General Open Space is shown on Exhibit I, 1973 City of Burlingame General Plan.

Current Zoning

Anza Area - As shown on Exhibit J, Existing Zoning, the Anza Area is zoned C-4 Waterfront Commercial except for an M-1 designation on the eastern side near Lang and Beach Roads and the drive-in theatre site off Airport Boulevard, which is also zoned M-1. The shoreline along the eastern end and northern side of the site is zoned TP Tidal Plain. Permitted uses in the C-4 District include: commercial recreation, restaurants, motels, clubs, public recreation areas, and other uses which, after a public hearing, are found desirable and compatible with the purposes of this district. Office development is a conditional use in the C-4 District and requires a Special Permit as specified in City Ordinance 1129.

Anza Area Extension - This area is primarily zoned "Bayside Park" except for the Sheraton Hotel site, an M-1-designated area, at the southwest corner near the Broadway/Bayshore Highway/Bayshore Freeway interchange.



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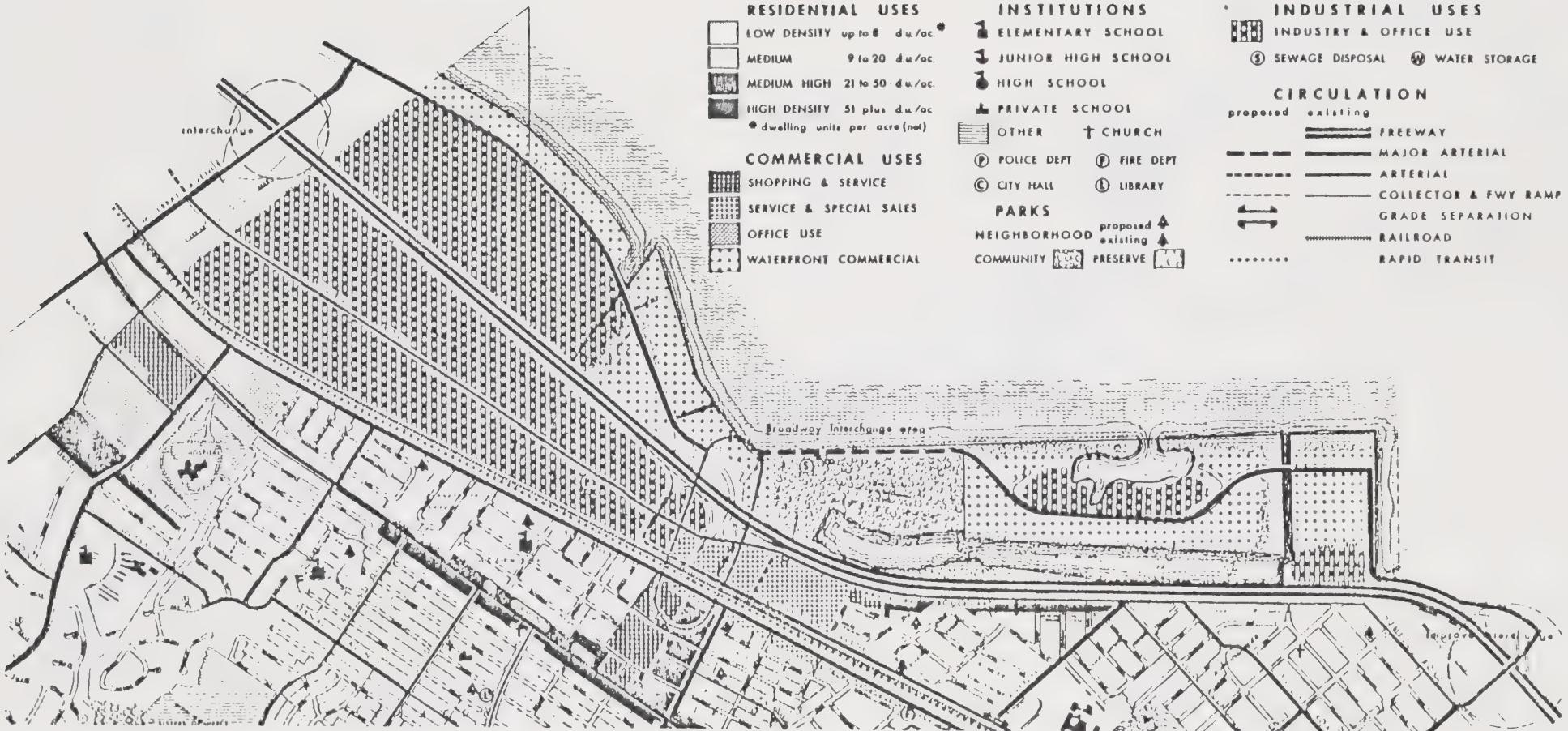
EXHIBIT
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Existing Land Use

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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City of Burlingame General Plan REVISED APRIL 21, 1975

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EXHIBIT
H

Waterfront Element

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

Torrey & Torrey Inc.

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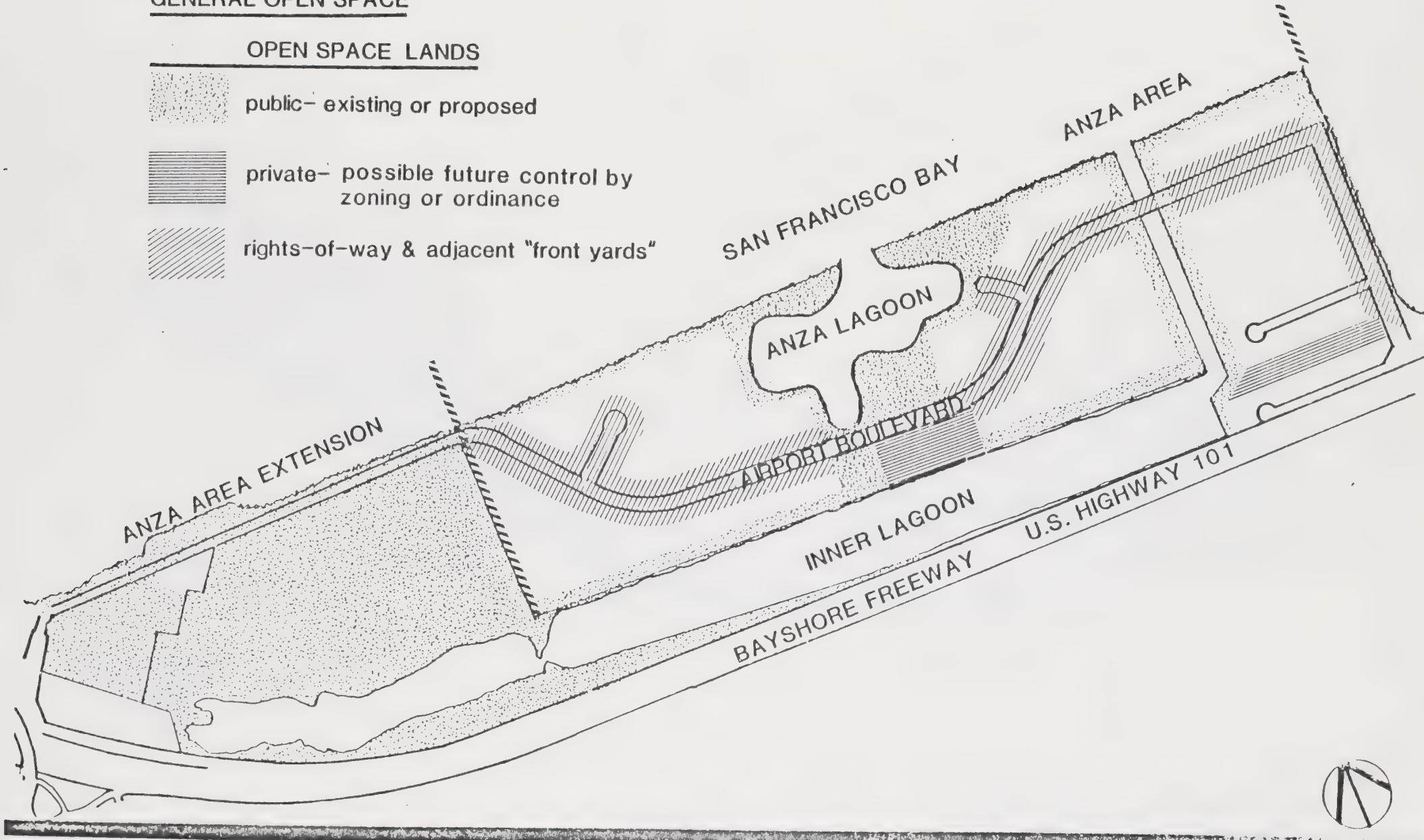
GENERAL OPEN SPACE

OPEN SPACE LANDS

public—existing or proposed

private—possible future control by
zoning or ordinance

rights-of-way & adjacent "front yards"



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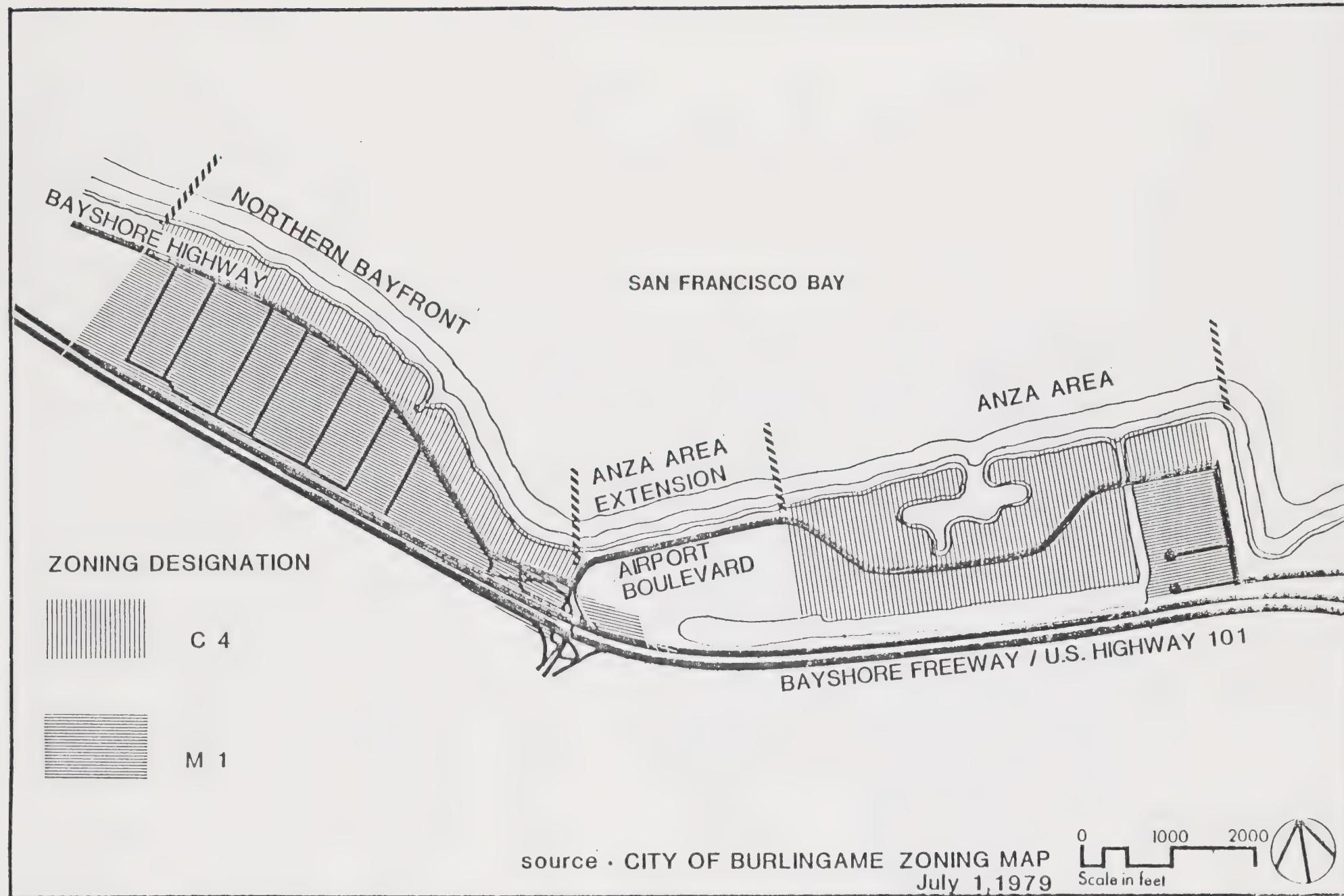
EXHIBIT
I

1973 Burlingame
General Plan

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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EXHIBIT

J

Existing Zoning

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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Northern Bayfront - The Northern Bayfront along Bayshore Highway is generally zoned M-1 light manufacturing except for C-4 Waterfront Commercial along the northern side of Bayshore Highway. M-1 district regulations permit warehousing, service, distribution, and manufacturing uses, and additionally, (subject to a conditional use permit) allow retail sales, motels, offices, and other service activities. The conditional review process has been used to ensure that conversions of low intensity warehousing or manufacturing space to office use occur only when adequate off-street parking is provided. Buildings over 35 feet in height and exceeding a 60 percent lot coverage require a Special Use Permit. A minimum of 10 to 15 percent of the site area is required to be landscaped. By these means, the City can exercise control over the type and intensity of development which is to be allowed in the area. The M-1 area in the northern Bayfront remains more heavily developed with offices than the C-4 zone of the Anza area.

Circulation

I. The Bayfront Circulation Network - This traffic network consists of the Bayshore Freeway (U.S. Highway 101) which ties the City of Burlingame with the region; the Bayshore Highway, known locally as the Old Bayshore, the only continuous arterial street in the area for intracity traffic; and Airport Boulevard (Exhibit K, Existing Circulation). Traffic on the Bayshore Freeway connects with the Bayfront at three interchanges: Peninsula Avenue/Coyote Point to the south, Broadway, and Millbrae Avenue at the northern end. The only interchange which is entirely in the City of Burlingame is at Broadway.

As part of the 1977-78 consultant studies, J. D. Drachman Associates, Traffic Engineers studied the existing capacities and volumes of the Bayfront's circulation network. The results of that study have been used as the base figures for this discussion of circulation facilities.

In 1977, most roads in the study area operated at an acceptable Level of Service "C". A level of Service "C" represents an average overall travel speed of approximately 25 miles per hour with slight delays and occasional waits of more than one signal change at intersections.

Capacity calculations and level of service determinations have been made along Airport Boulevard and at three critical intersections within the study area: The Airport Boulevard/Bayshore Highway intersection at the Sheraton Hotel entrance, the Broadway/Bayshore Highway/Bayshore Freeway interchange, and at the Peninsula Avenue/Coyote Point/Bayshore Freeway intersection. (Exhibit L, Critical Roads and Intersections)

a. Airport Boulevard

Airport Boulevard is a critical element for development of the Bayfront. Existing directional volumes on Airport Boulevard are in the range of 400 to 500 vehicles per hour. Peak hour volumes reach 1920 vehicles westbound near the Bayshore Highway intersection. Airport Boulevard is presently operating at Level of Service B. East of the present Bayside Park entrance as well as at the Bayshore Highway intersection at the Sheraton Hotel, Airport Boulevard has been developed as a full four-lane arterial only. The section of Airport Boulevard fronting on the City's sewage treatment plant has been developed as a two-lane arterial only. This roadway section will soon be used to capacity and will constrict traffic movement unless it is widened.

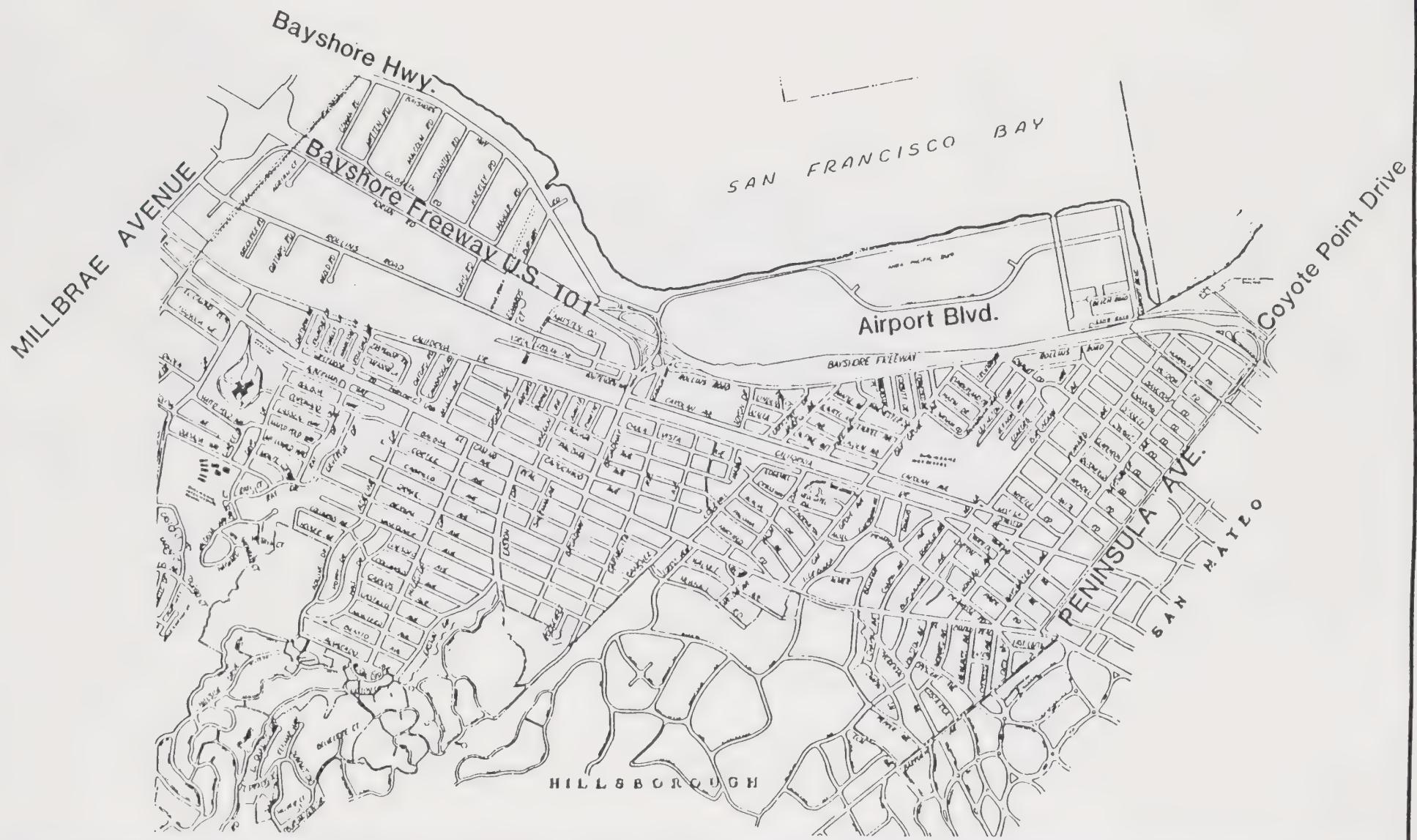
b. Airport Boulevard/Bayshore Highway Intersection

The lack of a traffic control device at the Bayshore Highway/Airport Boulevard intersection creates a certain level of confusion. Available capacity, however, is substantially greater than the current afternoon peak hour demand. A traffic signal warrant is already satisfied with current volumes and the signal installation, scheduled for this year, will be funded by the Sheraton Hotel.

c. Broadway/Bayshore Freeway/Bayshore Highway Interchange, and Peninsula Avenue/Coyote Point/Bayshore Freeway Interchange

One constraint for circulation in the Bayfront's Anza Area and Anza Area Extension stems from the lack of direct access from the Bayshore Freeway. The two freeway intersections, Broadway and Peninsula Avenue intersections, were not designed to serve the level of development which has occurred and is planned to occur in this part of Burlingame. In addition to the capacity problems of the Broadway interchange, the Peninsula Avenue interchange does not provide easy access to the eastern part of Burlingame from either the north or from the south. The problem with this intersection is due to both configuration and lack of adequate capacity. An analysis of the 1977 volumes and capacities at these intersections indicates that during the evening peak hour both intersections operate at acceptable levels of service with the former at approximately 50 percent of Service Level C and the latter at approximately 75 percent of Service Level C.

2. West of Bayshore Freeway - The Broadway overcrossing carries 650 vehicles per hour eastbound and 1,400 vehicles per hour westbound during the 4:30-5:30 pm peak hour. The Broadway/Rollins Road intersection carries 390 vehicles per hour eastbound



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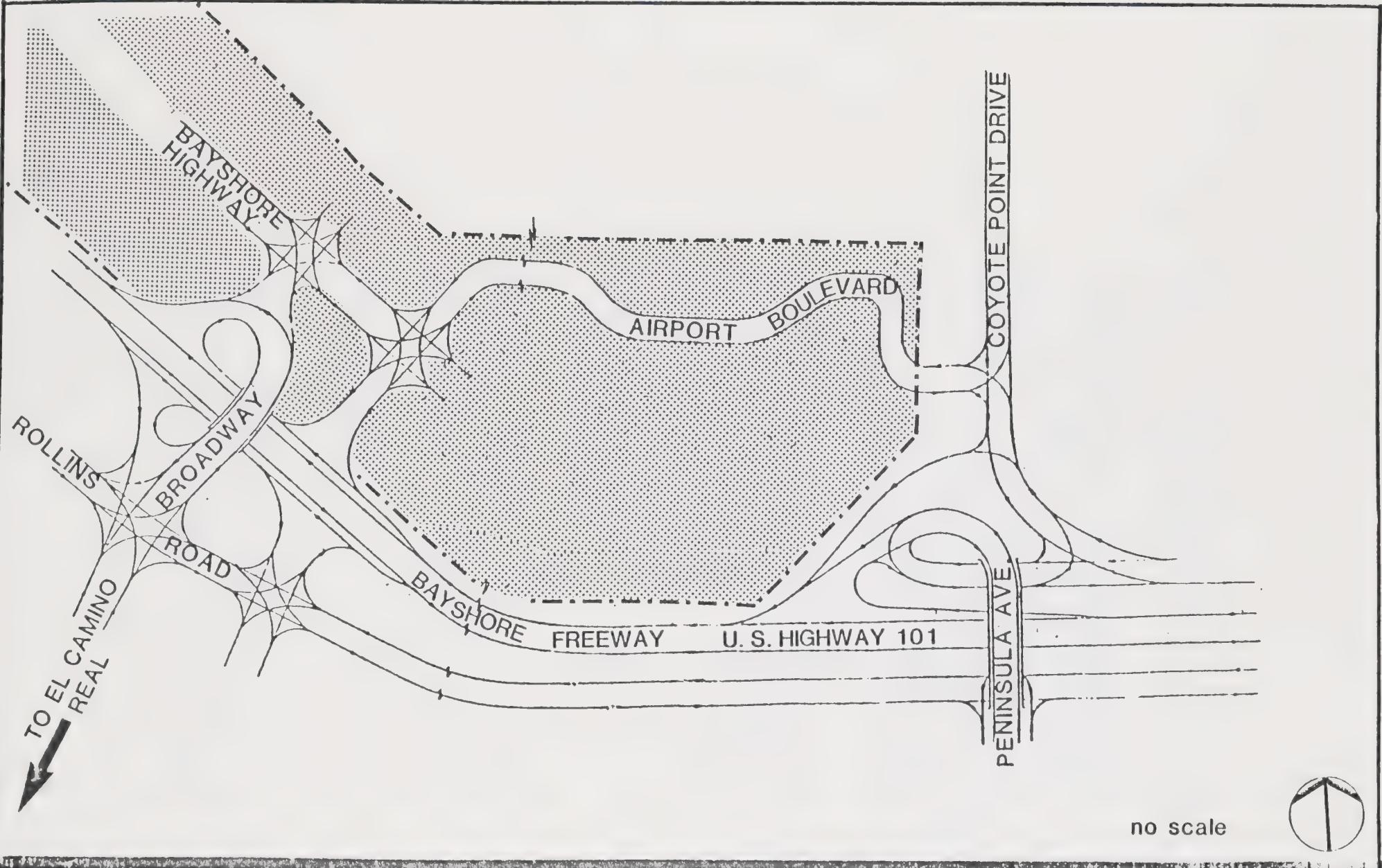
EXHIBIT
K

Existing Circulation System

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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EXHIBIT

L

Critical Roads & Intersections

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

Torrey & Torrey Inc.

21

and 730 vehicles per hour westbound. Broadway between Rollins Road and El Camino Real carries 1,460 vehicles toward El Camino eastbound and 820 vehicles toward Rollins Road. These facilities are operating at Service Level B.

Public Transportation - Regional transportation is provided by the Southern Pacific Railroad Company (SPRR) from its Broadway station in Burlingame. The San Mateo County Transit District's (SamTrans) bus service is also available in Burlingame. Both operators offer public transit service between Burlingame and other Peninsula communities with most frequent service during commuting hours to and from San Francisco. Shuttle service between the railroad station and the Bayfront is not available. The only bus service provided by SamTrans to the area is the 7B bus between Redwood City and the San Francisco International Airport via El Camino Real, San Mateo Drive, California Drive, Broadway and the Bayshore Highway.

Bicycle and Pedestrian Access - A bicycle path presently passes through the Anza Area and culminates at a small public park on the shoreline. The path follows the Inner Lagoon adjacent to Anza Airport Parking, and turns north along the fence separating the land fill from the Anza properties. From there the path follows the inland side of Airport Boulevard to the entrance of Bayside Park where it crosses to the shoreline. At that point, bicycles and pedestrians must continue along Bayshore Highway.

Economic Activity and Employment

An economic study is needed to determine current base economic activity and employment.

Utilities and Services

Water Supply and Sewage - Water and sewage services are supplied by the City of Burlingame.

Water for the Burlingame City water system is obtained from the City of San Francisco 60-inch diameter mains. The water supply is pre-treated by the City of San Francisco.

Four mains serve the Bayfront. All of these mains extend beneath the Bayshore Freeway:

1. A 12-inch line at Lang Road and Airport Boulevard.
2. A 16-inch line southeast of the Sheraton Hotel. This line extends to a 16-inch main which crosses the southerly portion of the Burlingame Disposal Site and extends along the northerly boundary of the Sheraton property to Airport Boulevard where it joins a 6-inch line. This smaller line

THE SETTING

extends around Bayshore Park as far as the sewage treatment plant.

3. A 10-inch line north of Broadway located in a drainage ditch between Burlway and Mahler Roads.
4. A 16-inch line at Mitten Road.

The 1977 City of Burlingame Water System Analysis conducted by George S. Nolte & Associates of San Jose recommended an additional extension beneath the Bayshore Freeway to serve the Anza Area with water. The report shows the location of that crossing at the western end of Lang Road. This location was selected to avoid crossing the Inner Lagoon northerly of the Freeway. Another suggested location for this main is the easterly side of the disposal site but this location would require routing the main under the lagoon.

In addition, a 16-inch water main crossing the Burlingame Disposal Site is to be abandoned and replaced with a new main along Airport Boulevard.

The City's Sewage Treatment Plant is located on Airport Boulevard adjacent to Bayside Park in the Anza Area Extension. Raw sewage from the Anza area drains to a pump station on Airport Boulevard. From there it is pumped westerly into a 30-inch corrugated metal main at the plant. This main is located approximately parallel to the eastern boundary of Bayside Park. An engineering study indicates that pumps at the pump station may need to be upgraded in order to handle flow at ultimate development of the Bayfront.

Solid Waste - The Bayfront is served by the Browning-Ferris Industries. Solid waste is disposed at the Marsh Road site in Menlo Park. The disposal site is expected to have a maximum remaining life of five years.

Public Safety

Police Protection - The area is served by the Burlingame Police Department. Service to the area is considered excellent. In addition to police services, many businesses use private security services for supplemental surveillance.

Fire Protection - Fire protection is provided by the City of Burlingame. The department currently has a Class III municipal fire protection rating. This high rating results from a combination of existing equipment, personnel, station response time, water pressure and supply, and citywide specifications for the placement of hydrants. First-response fire protection to the Bayfront is offered by Station 3 on Rollins Road.

Energy

Electrical power and natural gas systems for the Bayfront are supplied by Pacific Gas & Electric Company (PG&E). With the exception of the existing three-wire, overhead, streamline distribution systems down the center planter islands of Airport Boulevard, all the electric power, fire alarm, and street lighting conduit systems and services are underground.

Telephone

Telephone services are provided by Pacific Telephone and Telegraph Company.

Parks and Recreation

The 7.8-acre Bayside Park in the Anza Area Extension is one of four major parks maintained and managed by the City of Burlingame. The park is well used, especially at night and on weekends. Facilities now include a baseball diamond and a large multi-purpose field that can accommodate soccer or softball, grandstands, lighting, toilets, parking for 45 cars, and other facilities. The site is well landscaped with mature trees and other plant material.

Open Space

At present, open space in the Bayfront consists of the Anza Lagoon, the Inner Lagoon, the canal connecting the Inner Lagoon with the Bay, Bayside Park, and two small parks, one at the Anza Lagoon near the Victoria Station Restaurant and one at the western end of Airport Boulevard. A landscaped bicycle path follows the southwest side of Airport Boulevard.

In addition, as new projects are built, each one provides a 25-foot shoreline band with landscaping in accordance with the C-4 Zoning requirement. At the present time these shoreline bands are discontinuous since not all contiguous parcels have been developed.

**Historical/
Archaeological**

Although records indicate the presence of several known archaeological resources at Coyote Point and to the southwest between Bayshore Freeway and California Drive, it is highly unlikely that archaeological sites occur within the study area since it is filled land.

A recent literature search was conducted in preparation of the EIR for One Waterfront Office Building to determine the extent of archaeological resources on or near that project planning area. Maps and records of the location of known cultural resources in the general vicinity of the area were reviewed. These files reflect a recent update based on information available at the State Parks and Recreation Archaeological Facilities in Sacramento (May, 1977). Files at the archaeological facilities at San Francisco State University were also reviewed. No archaeological resources were recorded within the boundaries of the Waterfront Office Building project.

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The following EIR is hereby incorporated by reference:

- Madrone Associates, DEIR for One Waterfront Office Building, November 1977.

**Visual
Characteristics**

Anza Area - Mostly covered with fenced lease parking yards, the site is fairly flat with small stands of planted trees along Airport Boulevard and by the edge of the Bay. A mature stand of eucalyptus is located adjacent to the Bayshore Freeway. Anza Lagoon connects directly to the Bay and the Inner Lagoon connects through a narrow channel where a Liberty Ship rests. The lagoon water level is approximately 5 feet below land surface and is not visible from ground level except at water's edge. Views from the site toward Coyote Point Park on the eastern horizon are partially blocked by new 5-storey buildings and a 4-screen drive-in theatre. Toward the north, views are available of San Francisco Bay and the shores beyond. Views to the west are blocked by a landfill berm. To the south nearby views are blocked by the Bayshore Freeway, while the San Bruno hills may be seen in the distance.

Anza Area Extension - This area has a large park on its western boundary, with thick stands of trees approximately 30 feet in height. A sewer treatment facility and landfill cover most of the site area and are screened from view by a berm approximately 10 feet high on the northeast and south, and by two rows of approximately 20-foot trees between the northern berm and the Bay. A hotel at the southwest corner of the area visibly screens the landfill from the Broadway interchange.

SOURCES

Charles King and Associates

Environmental Impact Report Proposed Office Center Burlingame, California, EIR 40P. June 1977.

City of Burlingame

General Plan, Seismic Safety Element. 1977.
General Plan, Noise Element, 1973.

De Leuw, Cather & Company

Final Environmental Impact Report for Broadway/Southern Pacific Grade Separation. Prepared for City of Burlingame. San Francisco, 1977.

Earth Metrics, Inc.

Draft EIR for the Proposed Westates Park in Burlingame EIR 46-P
Prepared for the City of Burlingame. Palo Alto, September 5, 1977.

Federal Government

Highway Capacity Manual

HKS

DEIR for the Bayside Redevelopment Project. 1975.

John Blayney Associates, Urban and Regional Planners

Proposed Waterfront Element, Burlingame General Plan. San Francisco, California, August 1978.

Madrone Associates

DEIR for One Waterfront Office Building. Novato, November 1977.

Peter Callender

Biological Impact Terrestrial and Aquatic for the Anza Master Plan. San Mateo, March 20, 1974.

San Mateo County

General Plan, Seismic Safety Element, 1975.

IV. THE SPECIFIC AREA PLAN

CONCEPT

The underlying concept of the proposed Specific Area Plan is for a coordinated mix of public and private activities to establish a dual identity for the area as a highly desirable employment and leisure center. It recognizes the commercial potential of the area while, at the same time, reflects a desire to preserve and enhance the natural quality of its location along the San Francisco Bay shore.

A balance of public and private uses of the area would be ensured by developing a mix of hotels, restaurants, entertainment centers, office uses, and public parks. A mix of activities would create a favorable balance of revenues over costs to the City. Such a mix would make efficient use of local roads and freeways as peak hour travel would be spread over the course of the day rather than concentrated during only a few hours. This development would also respond to the site's locational advantages close to regional freeways and the San Francisco International Airport. Alternative transportation, including pedestrian and bicycle routes, are envisioned connecting to and extending existing routes. Careful design of the area would ensure that leisure time use is compatible with and supportive of the requirements of commercial and office users.

LAND USE PLAN**Focus Areas**

The proposed Specific Area Plan applies to the Anza Area and to the Anza Area Extension. Because of the availability of the large parcels of vacant and underutilized land in the Anza Area and the promotional efforts of the major land owner in the area, the Anza Shareholders Liquidating Trust, to market these properties, it is likely that new development in the Anza Area will precede redevelopment of underutilized parcels in the Northern Bayfront. At this time, only one large vacant site on the shoreline side of the Bayside Highway, several older office buildings, and the McClanahan property strategically situated immediately north of the Broadway/Bayshore Freeway interchange, appear to have potential for development or redevelopment in the next few years. In comparison, the Anza Area has significant development potential at this time. Moreover, a substantial portion of the Northern Bayfront is now zoned M-1 and requires a special use permit for activities proposed by the Specific Area Plan such as hotels/motels and offices, whereas hotels/motels do not require a special permit in the Anza Area. The Anza Area Extension consists of public lands which are either being used for parks or which are expected to be developed into parks in the foreseeable future.

Sources on which this section are based are provided at the end of the section.

Anza Area

The land use plan for the Anza Area is shown on Exhibit M, Specific Area Plan, and the amounts of land for each use are itemized on Table 3, Specific Area Plan Acreages. The uses shown designate a total of 25 acres for hotels/motels, 31 acres for restaurants, 50.5 acres for general offices, 3.6 acres for commercial recreation, and 1.4 acres for parks. The plan incorporates recent commitments by various property owners to develop parcels for specific uses in the near future.

The land use plan responds to the development policies established by the City and described in Section II, Planning Considerations, Development Policies. In particular, the public uses which draw a large number of visitors, such as hotels/motels and restaurants, are placed near the shoreline or either lagoon. Moreover, these uses are located as much as possible to provide direct access and visibility from the Bayshore Freeway. Riding and hiking trails proposed along the shoreline and within the site respond to the City's policies and, at the same time, increase the amount of existing trails in the area.

Anza Area Extension

For the Anza Area Extension between the Anza Area and the Northern Bayfront a large public open space is shown on the current Burlingame disposal site. The proposed use is consistent with the Bay Conservation and Development Commission's (BCDC) designation of a Burlingame Shoreline Park in the Bayfront connecting to a scenic drive and riding and hiking trail proposed by BCDC from the airport to Foster City.

OPEN SPACE

The Specific Area Plan includes a provision for a continuous open space pedestrian and bicycle network which would be developed gradually as part of the 25-foot shoreline band requirement for development in the Bayfront. Thus, when the Bayfront is fully developed, a continuous trail would border the Bay, the Anza Lagoon, and the Inner Lagoon. This system would also provide a link between the Inner Lagoon and areas in the Northern Bayfront which are designated C-4. In the Anza Extension, the City's disposal site is designated for a public park as an extension of the existing Bayside Park. (Exhibit N, Open Space Network.)

CIRCULATION

In order to provide for the increase in traffic which would be generated by the development according to the Specific Area Plan, the circulation improvements recommended by the 1977-1978 consultant studies are proposed. These improvements, which are currently undergoing further engineering and environmental study, are described here and shown in Exhibit O, Proposed Circulation Improvements.

Public Uses



HOTELS/MOTELS



RESTAURANTS



COMMERCIAL RECREATION

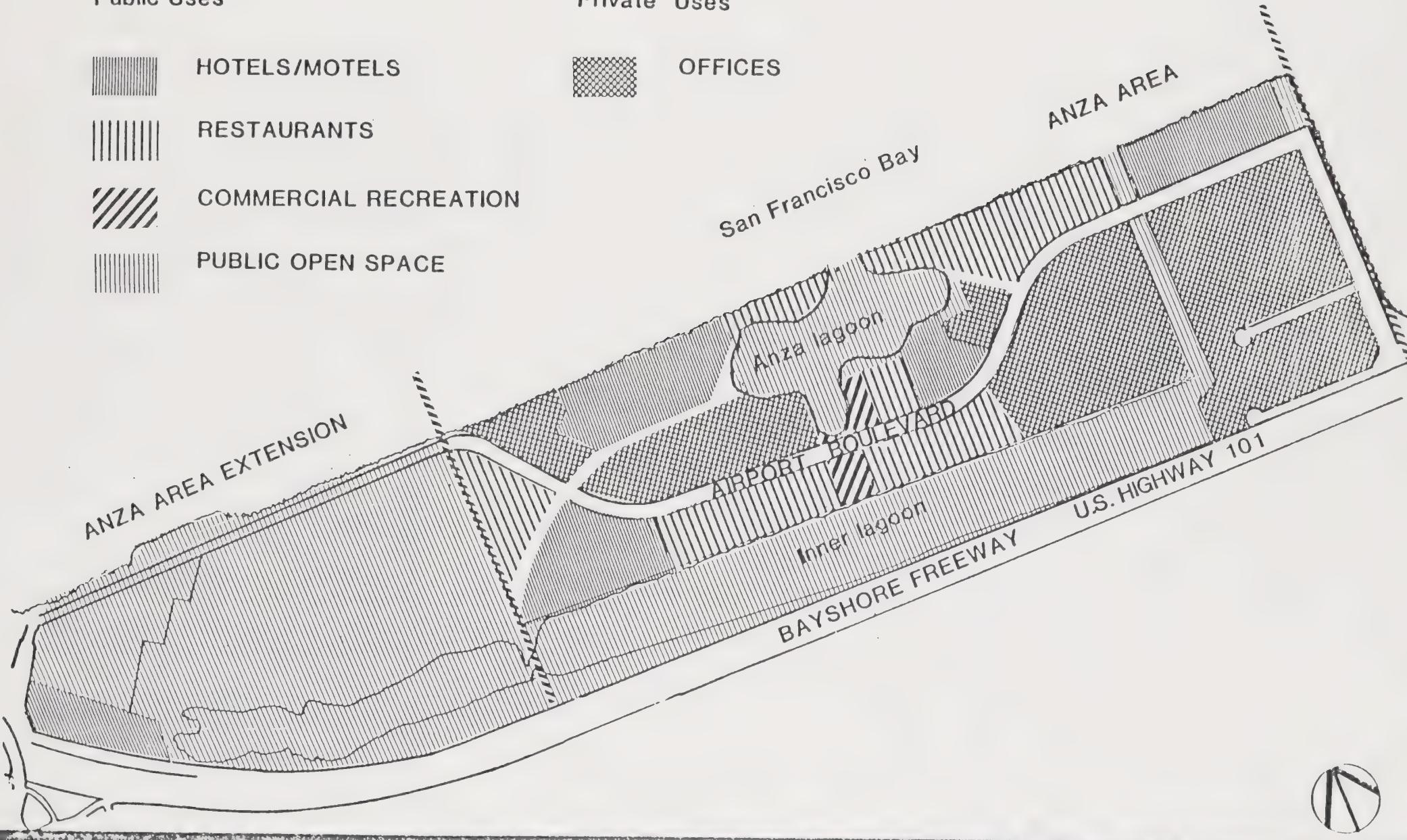


PUBLIC OPEN SPACE

Private Uses



OFFICES



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EXHIBIT
M

Specific Area Plan

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

Torrey & Torrey Inc.

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TABLE 3
SPECIFIC AREA PLAN ACREAGES^a

Uses	Anza Area			Anza Area Extension			Total Both Areas
	Existing	Added	Total	Existing	Added	Total	
Public Use							
Hotels/Motels	--	25.0	25.0	5.6		5.6	30.6
Restaurants	3.0	28.0	31.0				31.0
Commercial Recreation	16.2	3.6	3.6 ^b				3.6
Open Space^c							
Lagoons	54.2	--	54.2				54.2
Parks	1.4		1.4	7.8	43.5 ^d	51.3	52.7
Private Use							
Offices	10.0	40.5	50.5				50.5
Office/ Warehouse ^e	15.5	--	0				0

^aNo changes to Northern Bayfront

^bExisting and additional do not equal total because 16.2 acres of existing commercial recreation will be eliminated

^cDoes not include shoreline

^dBurlingame Disposal Site

^eExisting Office/Warehouse added to office area

**Bayfront
Circulation
Improvements**

1. Airport Boulevard
Widen Airport Boulevard between Anza Pacific Boulevard and the intersection with Bayshore Boulevard from two lanes to four lanes.
2. Broadway/Bayshore Highway
Bayshore Freeway Interchange
Add a second left-turn lane to the freeway on-ramp at Bayshore Freeway. (\$20,000 estimated costs)
3. Slip Ramps
Provide new slip ramps ("bottom hooks") via a road from Bayview Place and Airport Boulevard to the freeway. (\$900,000 estimated cost). These ramps could be coordinated with development of the Eucalyptus Grove Vista Point that the City is proposing to develop jointly with CalTrans.
4. Coyote Point/Peninsula Avenue/Bayshore Freeway
Phase I

Change road configuration at Peninsula Avenue and Coyote Point Drive to give preference to Airport Boulevard traffic to make north/south access to the Anza Area more direct at this point.

~~Phase 2~~

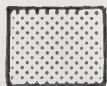
~~Provide a new set of ramps: an on-ramp for south-bound traffic and an off-ramp for northbound traffic. (Cost estimate not available at present.)~~

RES, 52-83
6/20/83

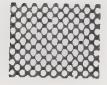
This combination of improvements would provide adequate service (level of service "C" as established in the City's goals) to support land uses in the Bayfront.

Other improvements that have been considered by the City for the Northern Bayfront include slip roads off Bayshore Highway at Stanton Road and Davis Road. The Stanton/Davis Roads improvements have been delayed by the City because the cost was considered to be too high for the expected benefit. If, in the future, however, an additional lane is added to the Bayshore Freeway, then these improvements could be made at reasonable cost.

At the present time, the City is proceeding with installation of signals at Stanton Road and Bayshore Highway. Signals are also planned for Mitten Road and Bayshore Highway but funds are presently unavailable to proceed with installation. The signalization at the Sheraton Hotel intersection is proceeding as planned. This cost is being privately borne by the hotel.



EXISTING OPEN SPACE

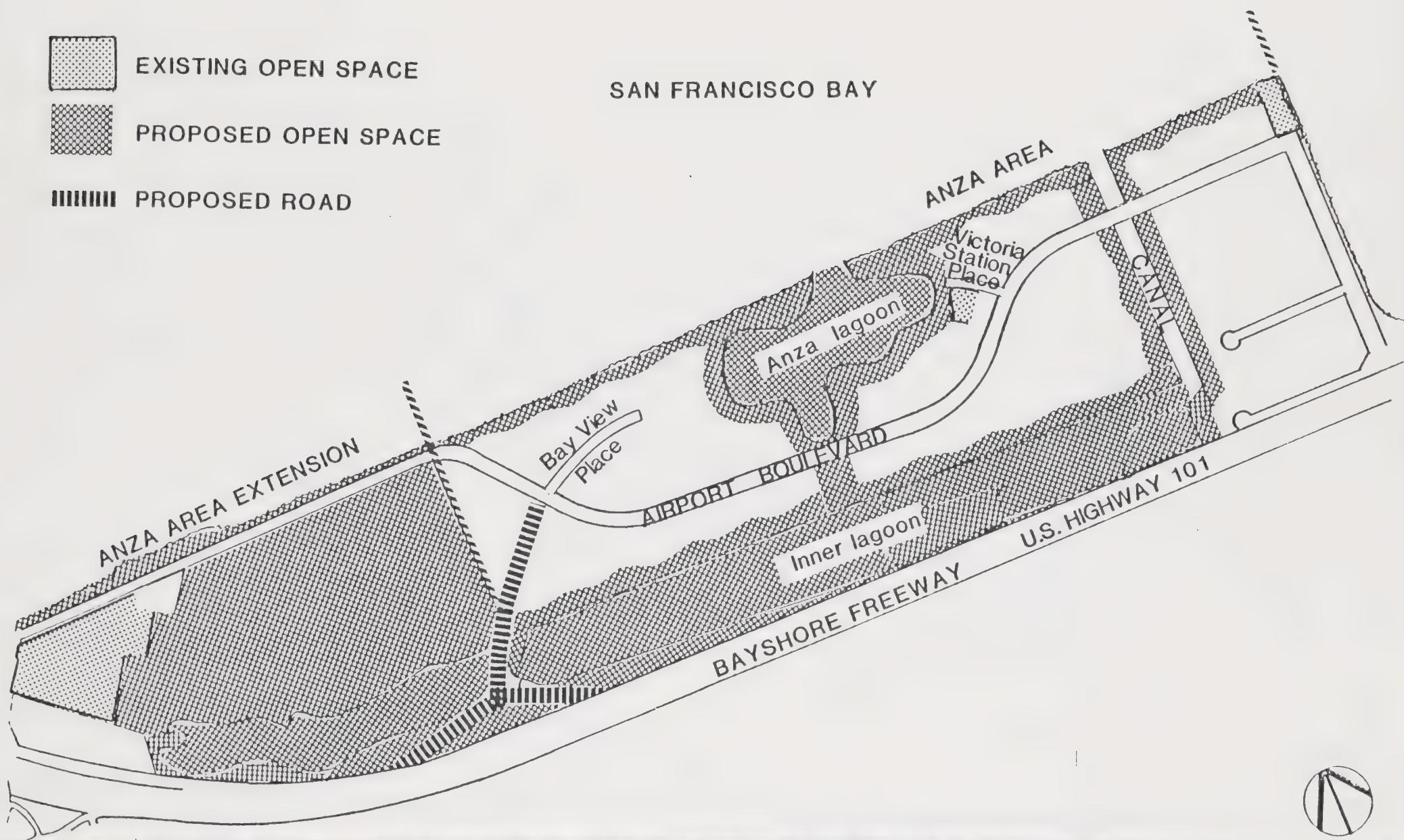


PROPOSED OPEN SPACE



PROPOSED ROAD

SAN FRANCISCO BAY



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EXHIBIT
N

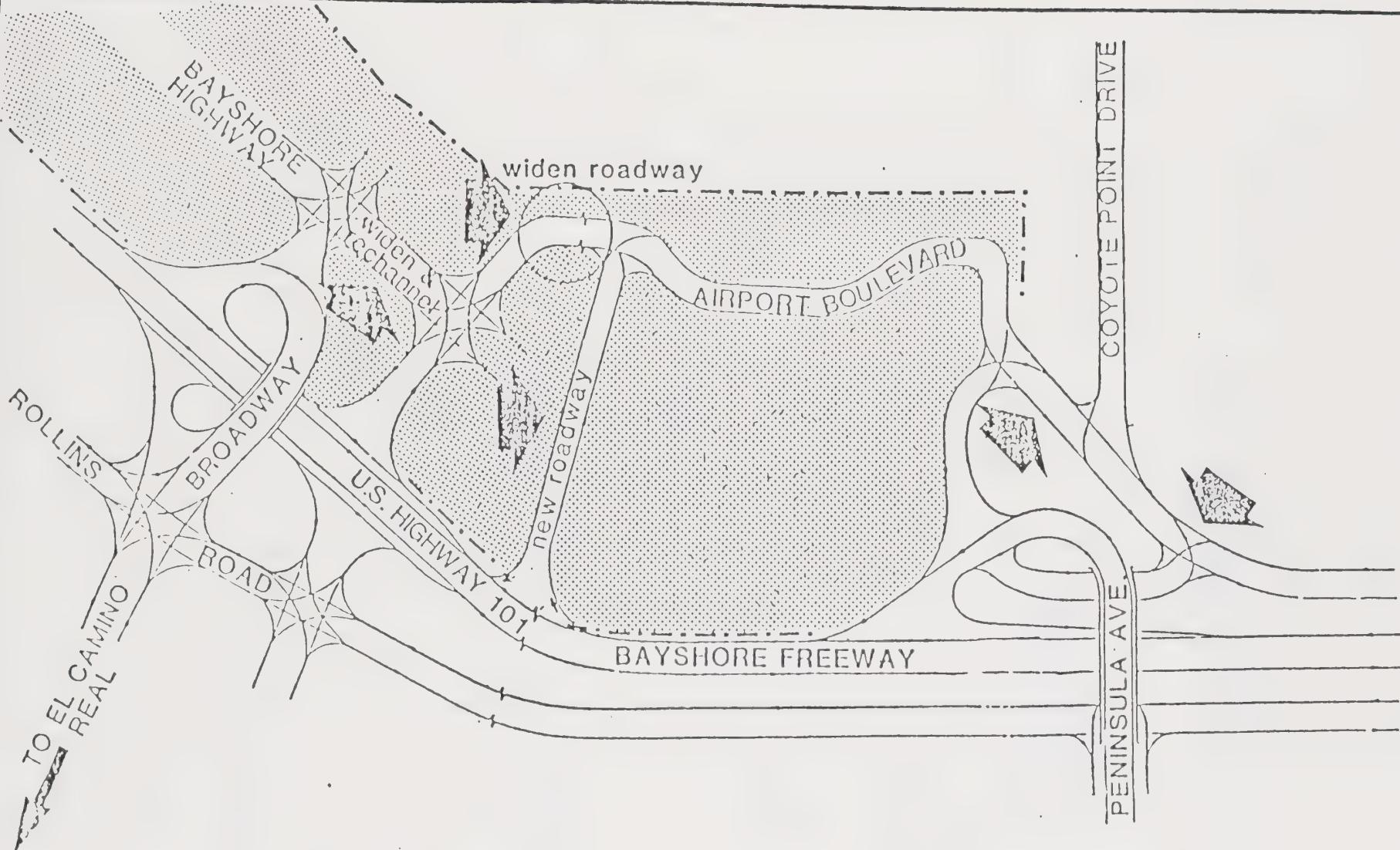
Open Space Network

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

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FOLLOWING PAGE IV-4



NEW OR IMPROVED ROADWAYS

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EXHIBIT
O

Proposed Circulation Improvements

RES. 52-83
6/20/83
BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

REVISED 5/83
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IMPLEMENTATION OF IMPROVEMENTS

The cost of constructing the transportation improvements described in this section has been estimated to be \$2 million. On June 18, 1979 the Burlingame City Council adopted Ordinance Number 1151, Establishing Development Fees for Road Improvements. Fees are to be paid prior to issuance of a building permit as shown in Table 4, Fee Ordinance.

TABLE 4

**FEE ORDINANCE
CITY OF BURLINGAME**

Land Uses	Charge
Office	\$ 245 per thousand square feet of building
Restaurants	\$ 775 per thousand square feet of building
Hotels	\$ 55 per room
Office Warehouse	\$ 140 per thousand square feet of building
Car Rental	\$1,800 per acre
Commercial Recreation	\$1,350 per acre

The fee ordinance for transportation improvements is the most important part of the implementation program because the level of development proposed in the Specific Area Plan is dependent on the provision of these improvements.

These fees will raise only 40 percent of the required \$2 million. The 40 percent ratio is based on the present City policy of developers' contributions for projects in the Burlingame Avenue Off-Street Parking District.

PHASING OF DEVELOPMENT

No specific phasing is proposed in the plan. It is assumed that as long as 20 years may be required to fully develop the area. This assumption is based, in part, on the more than 20 years which was required to fully develop the Millsdale and East Millsdale industrial areas.

A commitment has been made by the Anza Liquidating Trust to withhold the Park & Fly and the drive-in theater sites from development for more intense uses until the proposed traffic improvements are installed in the Bayfront.

DEVELOPMENT DENSITIES

The proposed densities for development of the Bayfront were derived by computing the traffic which would be generated by different intensities of uses. Densities for each use were then established to fit within the capacities of potential improvements in the area's transportation facilities. The planned intensities of uses are:

Hotels: 65 Rooms Per Acre - This figure is based on a study of existing hotels and motels in the Bayfront (the range is from 42 rooms per acre at the Ramada Inn to 139 rooms per acre at the Holiday Inn). Although several of the hotels have higher densities, 65 rooms per acre was selected by the city as a desirable standard.

Office: 0.9 FAR (Floor Area Ratio) - The 0.9 floor area ratio (FAR) (ratio of square feet of office to total site acreage) is based on the high end of the range of existing office building FAR in the area. (Existing office FAR ranged from 0.77 FAR at 1 Bay Plaza to 0.92 FAR at 533 Airport Boulevard). Several recent projects in the Anza Area have been designed or built to an FAR of 0.9. With this higher density, less land is used for office development so that more land is available for hotels, restaurants, and commercial recreation.

Restaurants: 0.15 FAR - The FAR for restaurants is based on observation of existing restaurants in the Bayfront. Several restaurants with higher densities (Fisherman with .20 FAR and Velvet Turtle with .22) have been experiencing parking problems. Other restaurants range from .12 FAR (Charley Brown's) to .18 for Tia Maria.

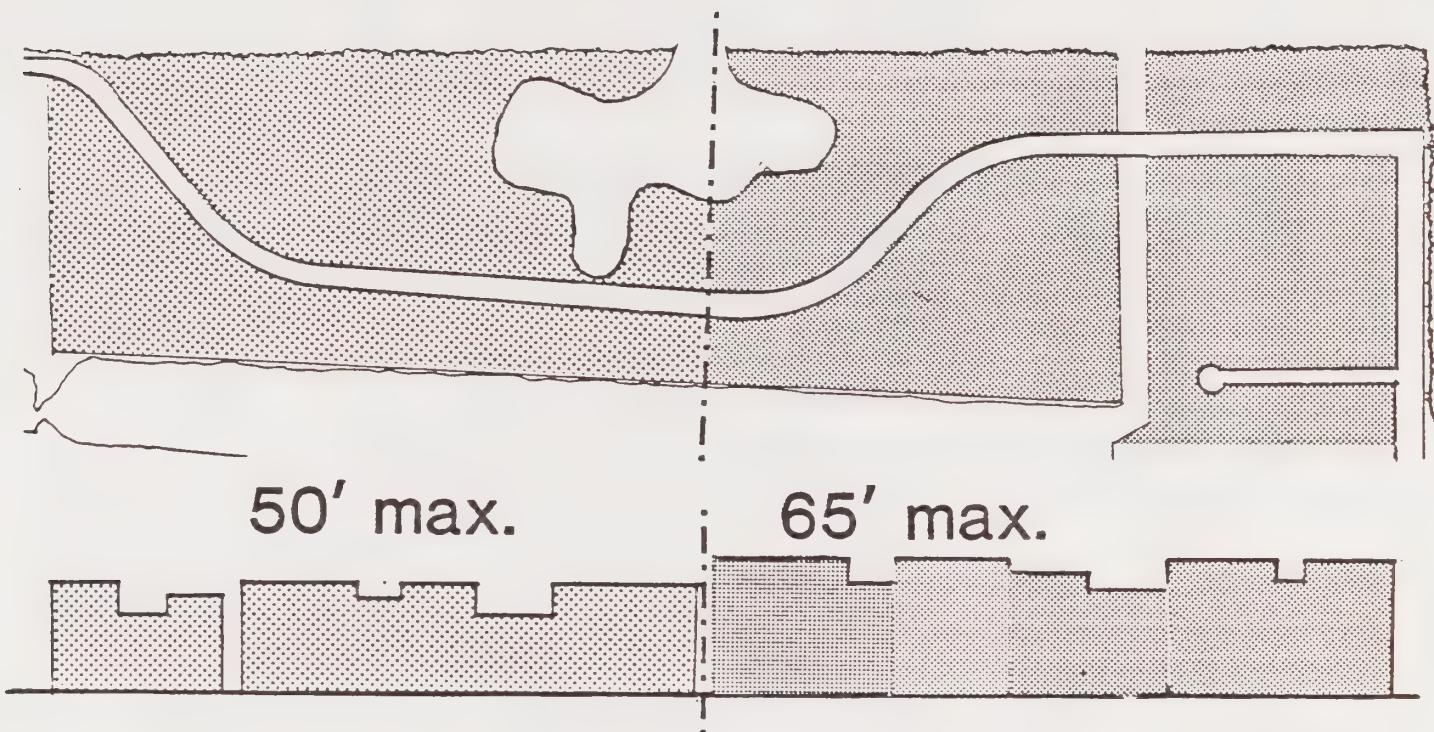
DESIGN GUIDELINES

To preserve and enhance the natural amenities of the Bayfront and to provide a quality development of the area the City of Burlingame City Council adopted a set of design guidelines (Resolution No. 9-80) on 19 February 1980. The guidelines are intended to be used with the C-4 setback requirements contained in the Zoning Ordinance.

In summary, the guidelines:

- Limit the height of buildings to avoid overbuilding and to assure development that is consistent with the general image of Burlingame.
- Restrict lot coverage to reduce the bulk and spread of buildings.
- Vary setbacks to discourage uniformity and provide visual interest.
- Specify view corridors to provide views of the Bay from the site and from nearby public thoroughfares. At the same time, these corridors should create convenient, clearly visible access between building clusters.
- Comply with BCDC-mandated requirements for setbacks from shorelines.
- Requires public access to the shoreline to be clearly marked and useable by the greatest number and diversity of people including the physically handicapped. Such access is required to connect to the nearest public thoroughfare and to be convenient to available parking.
- Include landscaping requirements to ameliorate the effect of paved surfaces.
- Require a portion of all on-site parking to be screened from view.

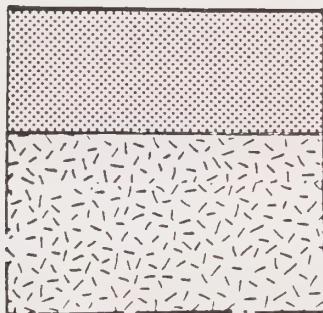
The specific guidelines and schematic drawings are provided on the following pages.



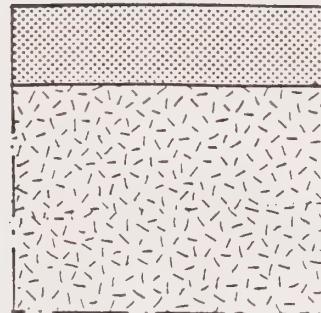
1 BUILDING HEIGHT

ELEVATION

- A 50' maximum should be observed along Bayshore Highway and in the western half of the Anza area.
- a 65' maximum may be approved with a special permit in the eastern half of the Anza area.
- building height is defined as the vertical distance between curb grade and parapet line: Building height shall apply to not less than 95% of the total roof surface; the remaining 5% (possible elevator penthouse, etc.) may project not more than 10' above the parapet line.



PLAN

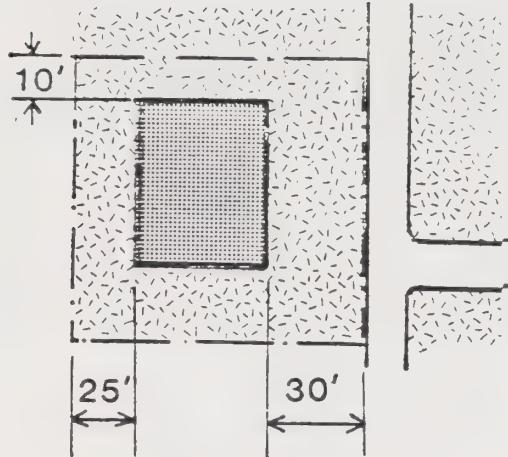


PLAN

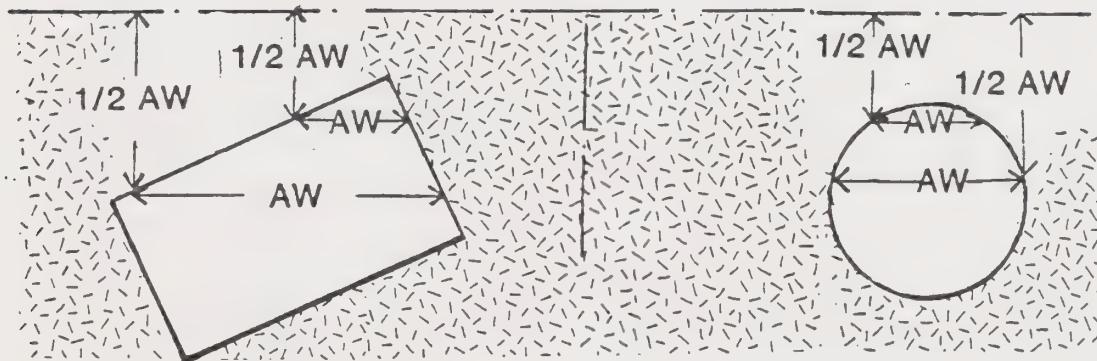
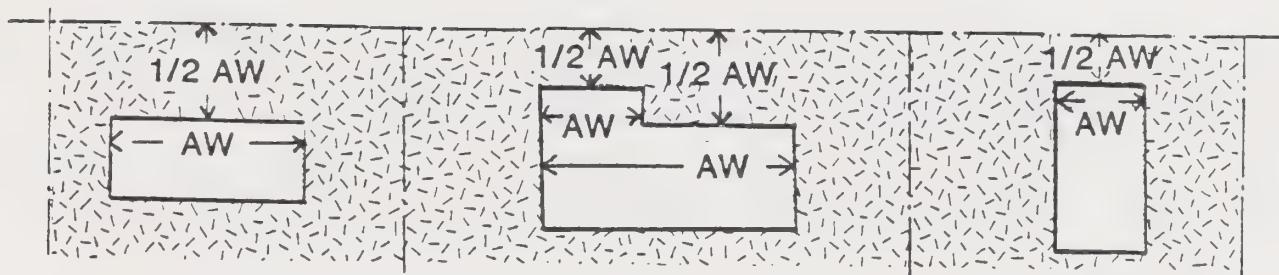
2 LOT COVERAGE

- a 30-35% maximum should be observed for all buildings 50' or less in height.
- a 20-25% maximum should be observed for all buildings over 50' in height.

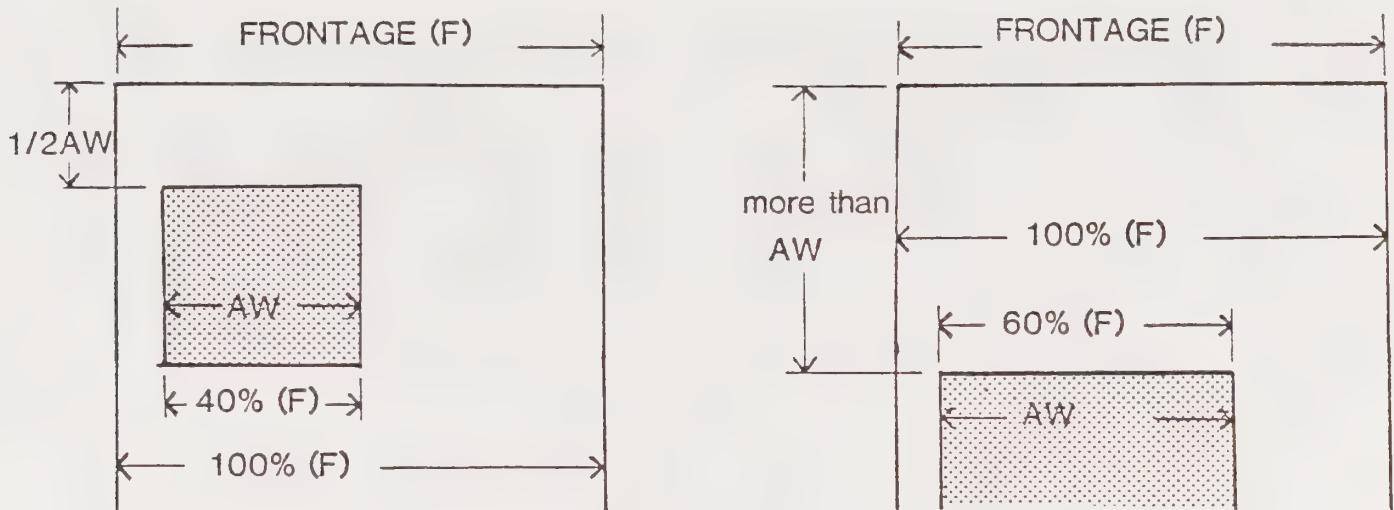




- the minimum setback from streets should be not less than the building height.
- in all cases the minimum setback from streets shall be 30 feet to any portion of the building.
- rear setbacks shall be not less than 25' from the property line.
- side setbacks shall be not less than 10 feet from the property line.



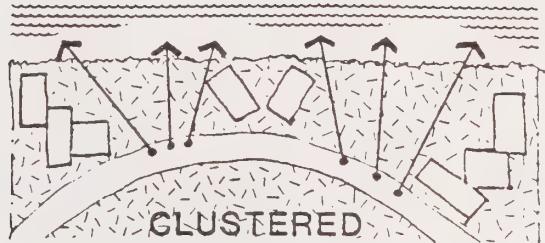
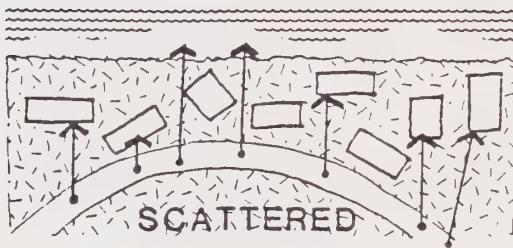
The minimum setback should also be not less than half the apparent width ('AW') of the building from the adjacent street.



- buildings located close to a street (at a distance half its apparent width) should not obstruct more than 40% of the frontage.
- buildings located at a distance greater than their apparent width should not obstruct more than 60% of the frontage.

- all other buildings may use the following scale:

Setback, as a % of the AW of the building	50% maximum	55	60	65	70	75	80	85	90	95	100+
Max. view obstruction, as a % of the frontage	40%	42	44	46	48	50	52	54	56	58	60% maximum



- shoreline development should be clustered to allow bay views and access between building clusters. A cluster is up to 3 buildings of heights greater than the 50'/65' maximum in the Bayfront area
- buildings, structures, parking lots and landscaping of new shoreline projects should be planned so as not to obstruct or detract from views of the bay from nearby public thoroughfares

5 SETBACKS FROM SHORELINES WITHIN BCDC JURISDICTION

- the minimum setback should be not less than the building height
- in all cases, a 25' minimum setback from top of bank shall be observed
- uses that do not orient to the bay should be set well back and not impact on the shoreline
- service areas should be located away from the shoreline or screened from public view

6 PUBLIC ACCESS TO THE SHORELINE SHOULD BE 'PUBLIC'

- where private or conflicting issues exist as part of the project, the public areas should be clearly delineated by the use of signs, planting, fences or elevational changes
- public access should be useable by the greatest number and diversity of people including the physically handicapped
- basic public amenities such as benches, paths, trash containers, drinking fountains and lighting should be provided where appropriate
- shoreline access should connect to the nearest public thoroughfare where convenient parking or public transportation may be available
- wherever possible, projects should connect to other public access systems and areas

7 LANDSCAPING

- 40% of the 100' shoreline band (if applicable) should be landscaped
- 80% of the minimum front setback (30') should be landscaped
- landscaped areas equal to not less than 10% of the total surfaces paved for vehicle parking and circulation should be provided within such paved areas to screen or visually break up the paved surfaces into smaller sections
- in all cases, not less than 15% of the site area outside the 100' shoreline band should be landscaped

8 VEHICLE PARKING

- 50% of all on-site parking should be screened from the views of pedestrians or motorists using adjacent streets, access easements or public shorelines

SOURCES

Bay Conservation and Development Commission
San Francisco Bay Plan, 1968.

City of Burlingame
Ordinance 1151 Adopted June 18, 1979. Resolution 9-80.

Earth Metrics, Inc.
Draft EIR for the Proposed Holiday Inn, Airport Boulevard,
Burlingame, California. EIR-52-P. Burlingame, June 8, 1979.

John Blayney Associates, Urban and Regional Planners
Proposed Waterfront Element, Burlingame General Plan. San
Francisco, California, August 1978.

Raiser Architectural Group
Initial Study, Seabreeze Plaza, Burlingame, California. Revised.
San Mateo, February 8, 1979.

V. ENVIRONMENTAL IMPACTS & MITIGATION MEASURES

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

The City of Burlingame will apply Section 15069.7, Tiering, in the Guidelines for Implementation of CEQA of 1970, Section 15067, Subsequent EIR, Section 15147, Degree of Specificity, and Section 15149, Incorporation by Reference.

The environmental impacts and mitigations discussion in this section of the report is general and is consistent with the degree of specificity of the plan for the overall area, rather than providing the details that will be required for individual projects as the area is developed.

The impacts and mitigations discussed here relate to the Anza Area and the Anza Area Extension and are based on the Specific Area Plan which addresses only those areas. These discussions substantially "incorporate by reference" sections of certified Environmental Impact Reports, initial studies, and other environmental assessment documents. In particular, recently approved EIR's are used.

NATURAL ENVIRONMENT

Topography

Impacts - No significant impacts to the topography are expected to result from implementation of the Specific Area Plan.

Soils and Geology

Impacts - Geologic and soils impacts related to implementation of the Burlingame Bayfront Specific Area Plan concern some fill activities which may be required for new construction, and ground shaking of existing and future buildings which could be expected to occur in the event of an earthquake along a nearby fault or fault trace. The proposed plan designates specific areas for the development of hotels/motels, restaurant, and office uses. Construction of buildings on the various sites designated for these land uses could be followed by differential settlement of the ground, with or without additional fill. In some areas the differential settlement can be expected to vary from one to three inches, given the exact conditions of the subsoil. Considerable ground shaking and liquefaction of underlying soils within the study area is a possibility in the event of an earthquake along the San Andreas fault, resulting in potential structural damage to buildings within the study area.

Uncited sources used in this section are listed at the end of the section.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

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ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

The geologic and soils impacts associated with the proposed plan are not significantly different than the impacts related to the existing designation in the General Plan.

Several EIR's and Draft EIR's (DEIR's) prepared for projects in the immediate area have documented soils and geology conditions in the area and specified mitigation measures, including special foundations design, if necessary. The following sections of those EIR's are hereby incorporated by reference:

- Earth Metrics, Inc., DEIR for the Holiday Inn, Burlingame, June 8, 1979, Impacts, p. 37, Mitigations, p. 37.
- Earth Metrics, Inc. DEIR North Bayside System Unit Waste-water Treatment Facilities Upgrading, October 1976, pp. 11-25.
- LeRoy Crandall & Associates, Consulting Geotechnical Engineers, Report of Foundation Investigation for Proposed Seabreeze Plaza, Bayview Place Near Airport Boulevard, Burlingame, California. For Raiser Construction Company Inc., June 8, 1979.
- Madrone Associates, DEIR for One Waterfront Office Building, November 1977, Impacts, p. 25, Mitigations, pp. 25-26.
- Raiser Architectural Group, Initial Study for Seabreeze Plaza, Burlingame, February 8, 1979, Impacts, pp. 25-26.
- Raiser Architectural Group, Legaspi Towers on the Waterfront EIR, July 1977, pp. 48-63.
- Torrey & torrey Inc., DEIR for the Proposed Bay Club Condominium Project, October 1977, Impacts, p. 25, Mitigations, pp. 25-26.

Mitigations - When individual development proposals are submitted to the City, preliminary soils and geology investigations should be prepared with specific recommendations to mitigate anticipated impacts. In particular, if a park is developed on the City disposal site, massive importation of soil may be required. The soils investigation and the EIR to be prepared at that time should include an estimate of the amount of soil to be imported, the types of soil to be layered on the site, and the method for transporting soils to the site.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Hydrology

Impacts - The hydrological impacts resulting from implementation of the proposed plan are unknown at this time. Further study and specific EIRs will be required for individual developments.

Water Quality

Impacts - The impacts which may result from implementation of the proposed plan are the increase in urban runoff. These impacts would not differ from the impacts of development according to current General Plan designation. During construction, runoff over unpaved surfaces may cause on-site erosion and sediment deposition in the lagoon.

Mitigations - An adequate storm water drainage system should be provided for all areas with a significant increase in impervious surfaces.

If petroleum derivative contaminants are presented in significant quantities on impervious surfaces by automobiles, oil traps should be installed in drains collecting stormwater runoff from these areas.

Stormwater runoff from the irrigated areas should be eliminated as much as possible through proper grading design and careful monitoring of the irrigation equipment.

The edge of the marsh areas should be stabilized to prevent erosion.

Special precautions, such as sediment dams, should be taken during construction activities to prevent erosion.

Biota

Impacts - Further study and specific EIRs will be required for individual developments.

Mitigations - The following relevant impact and mitigations sections of recent EIR's related to the planning area are hereby incorporated by reference:

- Earth Metrics, Inc., DEIR for the Proposed Holiday Inn, June 1979, Impacts, p. 54, Mitigations, p. 55.
- Madrone Associates, DEIR for One Waterfront Office Building, November 1977, Impacts, p. 28, Mitigations, p. 28.
- Raiser Architectural Group, Initial Study for Seabreeze Plaza, Burlingame, February 8, 1979, Impacts, p. 28.

Noise

Impacts - Implementation of the proposed plan will generate minor noise impacts associated with construction operations such as

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

earthmoving, paving, and shell and interior construction of buildings. These noise impacts will occur intermittently for possibly the next 20 years, but will be of generally short duration during each period of construction. Nighttime noise will increase more than daytime noise due to traffic generated by hotel and restaurant activities, but these noise impacts should be insignificant compared to the existing high noise levels in the Bayfront planning area. There is little distinguishable difference in overall noise impacts resulting from the proposed plan relative to those noise impacts associated with the existing General Plan.

The additional traffic which may be generated would result in higher noise levels along the main travel arteries. This is considered significant only as a cumulative impact.

Mitigations - All vehicles and construction equipment should be properly muffled during construction operations.

Air Quality

Impact - Air pollution from automobiles in the planning area would not be significant per se but would have a cumulative impact on regional air quality. Nevertheless, implementation of the Specific Area Plan would have fewer regional air quality impacts than full office development with related morning and evening peak hour traffic that could result under present zoning. In contrast, the Specific Area Plan proposes a lower intensity mix of hotels/motels, restaurants, and offices as well as recommended Floor Area Ratios (FAR) which distribute transportation volume and related impacts throughout the day.

The Specific Area Plan would affect local and regional air quality during construction. Construction activities can produce high local levels of particulates, if these activities are not mitigated. Transporting materials to and from the project site can also contribute to regional motor vehicles emissions.

Mitigations - The primary mitigation measure for reducing air quality impacts generated by the implementation of a plan is to minimize vehicular miles traveled by users of the proposed buildings and facilities. Incentives should be provided to use the local transit service. Automobile disincentives could also be considered, including a reduction in the amount of parking made available to the minimum level considered necessary. Any procedures for providing free traffic flow on local streets would also help to reduce pollutants.

During construction, mitigation measures should be practiced to reduce airborne particulates. These measures include:

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

- Wetting construction areas to reduce blowing dust.
- Using properly tuned construction vehicles.
- Avoiding unnecessary idling of trucks and other motor equipment.
- Using locally available materials, where practical, to minimize emissions attributable to hauling.

The following impacts and mitigations sections of recent EIR's related to the planning area are hereby incorporated by reference:

- Earth Metrics, Inc., DEIR for North Bayside System Unit Wastewater Treatment Facilities Upgrading, October 1976, pp. C 39-40.
- Earth Metrics, Inc., DEIR for the Proposed Holiday Inn, June 1979, Impacts, p. 46, Mitigations, p. 50.
- Earth Metrics, Inc., EIR for the Charles King Office Center, July 13, 1977, pp. 21-25.
- Madrone Associates, DEIR for One Waterfront Office Building, November 1977, Impacts, p. 18, Mitigations, p. 18.
- Torrey & Torrey, Inc., DEIR for the Bay Club Condominium Project, October 1977, Impacts, p. 46, Mitigations, p. 46.

MAN-MADE ENVIRONMENT

Land Use

Impacts - As shown in Table 3 in Section IV, Specific Area Plan, the Specific Area Plan would divide the Anza Area lands now shown as "Waterfront Commercial" and "Shopping & Service" in the City of Burlingame General Plan, into the following land uses: 25 acres of hotels/motels, 28 acres of restaurants, and 38.5 acres of offices. Although 3.6 acres of commercial recreation would be added, the existing 16.2 acres would be eliminated, leaving a net acreage for commercial recreation of 3.6 acres.

In the Anza Area Extension, the landfill, when completed, is designated as a public park which would add 62.9 acres to park space in the Bayfront.

Since all of the uses proposed in the Specific Area Plan are already allowed by existing zoning (with offices requiring a Special permit),

V.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

as described in Section III, Current Zoning, the Specific Area Plan, in effect, provides a more specific policy for the configuration of these uses, their adjacencies to each other, and to open spaces within the area. The guiding principle of the Specific Area Plan, as described in Section IV, is to reserve the sites with public amenities for uses which would attract people to the area and for uses of a recreational nature, namely, hotels and restaurants. By defining the adjacencies for the land uses in the Bayfront, the SAP would reduce the potential visual monotony of single use office development. It would also increase public access to the amenities of the waterfront which is a goal established both by the City of Burlingame and the BCDC. Because of these effects, the plan itself is considered to be a beneficial measure consistent with existing regulations.

Another benefit incorporated in the Plan is the mechanism for monitoring the proposed land uses within the context of proposed transportation improvements. Whereas development currently could proceed in a piecemeal fashion to a point well in excess of the existing capacities of roads and intersections in the area, the Specific Area Plan incorporates the Land Use/Transportation Impact Analyzer to monitor land uses with associated Floor Area Ratios (FAR) or development intensities to the ultimate potential of an improved transportation system.

Mitigations - Because all of the characteristics of the plan are considered to be beneficial land use impacts for the City of Burlingame, no mitigations are necessary.

General Plan

Impact - The proposed Specific Area Plan would replace the Waterfront Element of the City of Burlingame General Plan and would amend the Circulation and Open Space Elements. It amends the Circulation Element by providing detail and amends the Open Space Element by redistributing open space in accordance with the current zoning ordinance. These changes are considered to be beneficial impacts because they would remove the present inconsistencies between the Open Space Element and the Waterfront Element in the Anza Area. The SAP would also eliminate the area shown as bay fill in the Anza Area Extension, in the 1973 Waterfront Element.

Mitigations - No mitigations are necessary.

Zoning

Impacts - No changes will be required in the Zoning Ordinance if the Specific Area Plan is adopted. The uses proposed in the plan are allowed in C-4 zoning with office being a conditional use. The City desires to retain the C-4 zoning with a Special Permit procedure coupled with a "subsequent EIR" preparation procedure

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

in order to ensure that proposed office developments conform to the Specific Area Plan use designation, development intensity policies, and to the City's adopted design guidelines.

Circulation

Traffic associated with land uses proposed in the SAP would affect circulation facilities in the Bayfront east and north of the Bayshore Freeway, and west of the Bayshore Freeway.

Bayfront Circulation Network Impacts

1. Airport Boulevard

Existing directional volumes on Airport Boulevard are in the range of 400 to 500 vehicles per hour. After full development of the land uses in the SAP, these volumes would range from 790 to 1,920 vehicles per hour. Volumes of this magnitude would warrant a four-lane section for all of Airport Boulevard.

2. Intersections and Interchanges

Airport Boulevard/Bayshore Highway
Broadway/Bayshore Highway/Bayshore Freeway
Peninsula Avenue/Coyote Point/Bayshore Freeway

As shown in Appendix A, unless the proposed transportation improvements are implemented, level of service at the critical intersections would be reduced to F at the Airport Boulevard/Bayshore Highway, Broadway/Bayshore Highway/Bayshore Freeway, and Peninsula Avenue/Coyote Point/Bayshore Freeway intersections. All of these impacts would be unacceptable to the City. If the transportation improvements described in Section IV, Specific Area Plan, are implemented, however, a level of service C would be achieved at these three intersections.

These changes correspond to the current Circulation Element of the General Plan in that they would "Increase capacity throughout the Broadway-Bayshore Area by reducing conflicts through traffic control measures, providing added lanes at critical points, and grade separating turning movements wherever feasible".

The proposed transportation improvements are necessary in order to serve the uses proposed in the SAP. Although these improvements are mitigations structured within the plan itself, and would be considered beneficial in improving the local air quality by improving traffic flow, they would also have their own environmental impacts. For example, the BCDC has recently stated:

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

"During the course of its deliberations on that permit application (for the proposed Holiday Inn), it became apparent to the Commission that the City of Burlingame was considering the construction of a connection between Highway 101 and the Anza area that would require fill in the Burlingame Lagoon. The Commission strongly believes that such a connection cannot be authorized under the provisions of the McAteer-Petris Act and the Bay Plan, and urges the City to either limit development in the area to a level compatible with the existing transportation system or find alternative ways of providing the level of transportation service that the City desires without fill in the Bay. It would create serious problems for developers and landowners if these problems are not resolved before the construction of a level of development and a traffic circulation system that depends upon a project that cannot be approved by the Commission." (Letter of Comment, Holiday Inn Draft EIR.)

To further study the matter, the City of Burlingame has contracted with the firm of THM & Associates to prepare a detailed EIR as well as engineering studies of the improvements.

In addition, the Land Use/Transportation Impact Analyzer, a mathematical tool developed as part of the J.D. Drachman Associates 1977-78 study, may be used to evaluate transportation impacts of proposed land uses. At any point in time, the Analyzer can be used to evaluate the impact of any new land use or combination of land uses in the Bayfront on Airport Boulevard and the three critical intersections in the Bayfront. A discussion of the Analyzer and an example of how it can be used to monitor new development are provided in Appendix A.

West of Bayshore Freeway Impacts

The traffic impacts in Burlingame west of Highway 101 will be confined, for the most part, to Broadway between the overcrossing at Bayshore Freeway and El Camino Real. Westerly of El Camino Real, traffic will disperse in various directions so that any impacts will be minor. Three sections of Broadway will be affected: the Broadway overcrossing, the intersection of Broadway and Rollins Road, and the section of Broadway between Rollins Road and El Camino Real.

During the afternoon peak, the SAP land uses are estimated to generate 1,580 inbound trips. Of these, 49 percent (770 trips) will traverse the Broadway overcrossing which is now carrying 650 vehicles per hour eastbound. This is an increase of 117 percent. Through the Rollins Road intersection, the increase in traffic will be from the existing 390 vehicles per hour to 560 vehicles per hour.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Between Rollins Road and El Camino Real the traffic increase will be on the order of 20 percent.

In the heavier outbound direction, the SAP is estimated to generate 3,000 trips per hour. Of these, 19 percent (570 trips) are expected to travel over the Broadway overcrossing. The westbound direction on the Broadway overcrossing is currently carrying about 1,400 vehicles per hour. Therefore, the SAP will increase traffic by 41 percent. Through the Rollins Road intersection the westbound traffic will increase from 730 vehicles per hour to 1,060 vehicles per hour. Between Rollins Road and El Camino the westbound traffic will increase by 23 percent.

Appendix A, presents the volume/capacity evaluation for affected facilities west of Bayshore Freeway. The level of service at the Rollins Road intersection would be reduced to level "C". All other facilities would be at level "B".

Circulation Network Mitigations - The network improvements described in Section IV, Specific Area Plan, were reviewed as to their possible mitigation of traffic impacts on Broadway. The full improvement of the Peninsula Avenue/Coyote Point/Bayshore Freeway interchange (Phases 1 and 2) will provide no significant mitigations on Broadway. Westerly of the Bayshore Freeway on-ramp, none of the network improvement projects will provide any mitigation to the SAP-generated traffic. Although the SAP traffic results show a significant increase in the volume/capacity ratios, in no case is level "C" traffic service exceeded in these locations. Developments which exceed present and projected capacities of transportation facilities should be delayed until such facilities are provided and all their environmental impacts are assessed.

Thus if the proposed transportation improvements for critical intersections in the Bayfront are implemented, no additional mitigations would be needed west of the Bayshore Freeway.

Economic Activity and Employment

I. Hotels/Motels Impacts

The Specific Area Plan (SAP) includes 25 acres of hotels/motels use. Based on the development intensity of 65 rooms per acre, the impacts created by this use would be:

- a. New Jobs
 - 400 new permanent jobs in the hotel industry (.25 per employees per room)

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

- 800 new service jobs in the immediate service area
- the total of 1,200 new permanent jobs could represent a conservatively estimated total payroll of \$14,400,000
- the addition of temporary construction jobs could create as much as \$15 million in payroll

b. Tax Revenues

- \$530,000 in property tax (based on 1 percent of an estimated market value of \$53,000,000) to San Mateo County
- \$14,800 per year in sales tax to the City of Burlingame (based on \$91 per room per year)
- \$1,300,000 in transient tax, now at 8 percent of room rate (estimated to yield \$800 per room per year)

Based on the cost/revenue comparison of the Holiday Inn development, development of hotels in the SAP would result in a net revenue over costs to the City. This is particularly evident since the public costs estimated by City departments for the Holiday Inn (\$87,000/year for 0.5 police beat and \$30,000/year for fire services) would serve all new development in the Bayfront including offices, restaurants, and other uses). It is expected that circulation improvements would be defrayed by the City's development charge ordinance and other sources (gas tax revenues and special grants).

2. Restaurant Impacts

The SAP proposes 28 acres (183,000 square feet based on .15 FAR) of restaurants. With an assumed valuation of \$55,000 per acre, and \$11.60 per square foot for improvement valuations, the following revenues can be projected:

a. New Jobs

- Based on an estimate of one employee per 500 square feet, 183,000 square feet of restaurant use would generate 370 jobs.

b. Tax Revenues

- \$36,000 in property tax to San Mateo County (1 percent of market value)

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

- \$2,345,975 in sales tax revenues representing .95% of \$24,705,000 in taxable sales (based on \$135 square foot)

Restaurant development would create a favorable balance of revenues over costs on the basis of the areawide public improvement costs.

3. Office Use Impacts

The SAP proposed 38.5 acres (1,510,000 square feet based on .9 FAR) of additional office use. Development of this acreage would create these economic impacts:

a. New Jobs

- 6,000 new jobs (based on 250 square feet per employee)

b. Tax Revenues

- \$140,050 in property tax, based on assessed valuation of \$50,000 per acre for land and \$8.00 per square foot for improvements to San Mateo County.

Sales tax which would be generated by office building occupants is already accounted for in the estimate of sales tax revenues from restaurant development.

Mitigations - In order to ensure that the City's goal of achieving revenues which would be higher than costs for SAP development, EIR's for individual projects should include current evaluations of project revenues and public costs assignable to the individual projects.

Public Utilities and Services

Water Supply and Sewerage Impacts - Water supply to the planning area is not an immediate problem. The proposed Specific Area Plan would not generate a significantly greater impact than that associated with the existing General Plan. The development of the Bayfront according to the Specific Area Plan may, however, affect water flow and residual pressure.

Water Supply and Sewerage Mitigations - To mitigate these potential impacts, approximately \$500,000 of improvements to the existing water distribution system may be required, as noted by the George S. Nolte and Associates study, Water System Analysis, prepared for the City of Burlingame, March 1977. The City of Burlingame has planned water system improvements and a sewage pumping station. No additional mitigations are needed.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Solid Waste Impacts - No significant impacts are expected at this time.

Public Safety

Police Protection Impacts - Police Department estimates of manpower requirements at full development suggest that the area north and east of the freeway is geographically ideal for treatment as a single patrol beat, requiring one officer per shift or about 5 officers total. As noted in the John Blayney & Associates 1978 report, this would represent an approximate doubling of present patrol costs in the area. Assuming a net increase of 2.5 officers at current annual costs of about \$25,000, and one additional patrol vehicle at an average annual replacement cost of \$4,500, police costs for patrol and emergency response activities would increase by some \$87,000 annually at full development. Timing of manpower increases to maintain current service levels would vary depending on the rate of development and the mix of land uses occurring in the study area. Hotels generate more demand on police than alternate uses of the same site (such as residential or office development) because they serve a transient clientele, and are 24-hour business activities. Major office structures frequently have private security to supplement policy patrols, and rarely generate extensive night or weekend activity. Citywide, it is estimated about 75 percent of current police services are residentially related, with the remaining 25 percent being attributed to the City's commercial and industrial areas.

Projected public costs assume a base cost--essentially for patrol services--increase of \$67,000 annually at ultimate development.

Police Protection Mitigations - Since revenues are expected to exceed public costs, no mitigations are necessary.

Fire Protection Impacts - Discussion with the Fire Department (Blayney 1978 Report) confirmed the conclusion of previous EIR's that no measurable capital costs are expected as a result of further development in the study area. Geographic coverage already is provided by existing fire stations and manpower. The southeasterly portion of the area, encompassing principally the drive-in theatre site which is beyond the desired 3-mile service radius, can be served when required by mutual aid assistance from the San Mateo Fire Department.

Burlingame requires more sprinklering of all new construction, including residential development, in the Anza portion of the study area, and additional protective features are required for high-rise construction. Expected periodic replacement of existing fire protection equipment would be programmed in any event, and the

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

alternative sketch plans do not propose any development with unusual or high risk fire hazards that would require new or specialized services. Northwest of Broadway, sprinklers are required only for structures exceeding 20,000 square feet or four floors.

It is estimated that the Department will be able to continue its current fire prevention inspections on its 8-month cycle. Water pressure in the area is a concern. The existing water supply system now provides adequate pressure during periods of non-peak demand, as long as all of the supply lines are in service. If a fire occurred while one of the supply lines was not in service or during periods of exceptionally high water demand, pressure for fire fighting purposes could be inadequate.

Fire Protection Mitigations - This problem will be mitigated by the water system improvements that the City of Burlingame has planned. No additional mitigations are needed.

The following impact and mitigation section is hereby incorporated by reference:

- HKS, DEIR Bayside Redevelopment Project, San Francisco, July 1977, p. 54.

Energy

Impacts - If the plan encourages new development in the Bayfront, it would require energy consumption. Lighting, air conditioning, and heating of buildings will require the conversion of fuel or some power source to electricity. In the Bay Area, Pacific Gas and Electric Company obtains electricity from burning natural gas and low-sulphur fuel oil and from hydroelectric and geothermal power. Electricity enters a complex network of transmission lines and a computer dispatches electricity through the grid to the demand site. The source will vary during the day, depending whether or not peaking power is being utilized. At night, power may come from hydroelectric generating facilities, and during the day it may originate from a more local generating capacity. Therefore, energy will be required from an interlocking network rather than one power plant. Additional capacity may be added at a number of plants, and need not depend on the plant nearest the planning area.

In rare situations where a utility has insufficient operable plant capacity to meet its peak demand and cannot fill the gap by drawing on the reserve capacity of other systems it may, if the gap is small enough, be able to bridge it by calling for voluntary curtailments or by reducing the voltage at which it supplies electricity to its customers. However, voltage cannot be reduced beyond a certain point for too long a time or electrical appliances designed to operate in a narrow voltage range may be damaged. If

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

a utility reaches the point where it cannot be safely reduced enough to bridge a supply gap, it has no alternative but to shed load by temporarily discontinuing distribution to a particular class or locality of service.

Building construction will consume diesel fuel and some electricity.

Indirect energy consumption attributable to the project will primarily take the form of gasoline burned by the private automobiles of persons traveling to and from the building.

A regional study would be required to determine whether new development in the Bayfront would displace new development elsewhere in the region, or would be additional to it, in order to ascertain if the Bayfront development would necessitate additional energy consumption. In any case, since energy conservation is a national goal, mitigations should be followed to reduce energy consumption both during construction and for long-term operations and maintenance.

Mitigations - Alternative methods of passenger transportation should be encouraged, especially those modes with high energy productivity such as bicycles and buses. Bicycle paths and storage facilities should be provided to encourage the use of this energy-efficient mode of transit. Car pooling should be encouraged to further decrease energy consumption.

Heating, ventilating, and air conditioning systems should be designed for maximum energy efficiency and adapted for subsequent use with auxiliary solar collectors.

Renewable energy sources should be used whenever possible. Natural air movements and thermosyphoning efforts should be used for ventilation, and solar collectors should be used to capture the sun's energy for space heating, air conditioning, and domestic hot water.

Buildings should be designed to use natural lighting when possible, and electric circuits should be designed to permit maximum control by users. Window locations should be carefully selected and designed to allow winter sun to enter the building while keeping out summer sun. Use of reflective glass would reduce heat load. Adequate insulation should be used.

Deciduous trees should be liberally planted, especially on the south, east, and west facades of buildings, to provide shade for the lower floors during the summer, while allowing winter sun to penetrate.

V.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

During the construction period, fuel can be conserved by keeping equipment engines well tuned and by avoiding unnecessary idling.

Historical/ Archaeological

Impacts - Implementation of the Specific Area Plan is not expected to have adverse impacts on known cultural resources. Archaeological materials existing below the landfill in natural soil and Bay mud deposits remain a remote possibility. Such remains could be encountered during construction if excavations are required below landfill strata.

Mitigations - If evidence of cultural resources is encountered during construction, excavation activities in the general vicinity of the find should be halted and members of a representative Native American organization and qualified archaeologist should be consulted.

This section hereby incorporates by reference:

- Madrone Associates, DEIR for One Waterfront Office Building, November 1977.

Visual Characteristics

Impacts - The Specific Area Plan per se would not have any impacts on the visual appearance of the area, other than reducing the potential monotony of a single use. The Design Guidelines (Ordinance 1151 Adopted by the City of Burlingame June 18, 1979) have been incorporated into the Plan. The design guidelines would maintain view corridors to the shoreline and the Anza Lagoon, limit building height to 50 feet, and, with designated lot coverage guidelines, limit development density. The guidelines also conform to BCDC-mandated shoreline setbacks, and ensure adequate landscaping and screening of parking.

Mitigations - Because all the visual impacts are considered to be positive features and benefits for the City of Burlingame, no mitigations are required.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

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Utility Services Anza Master Plan Development EIR Burlingame, n.d.

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VI. AREAWIDE IMPACT CONSIDERATIONS

APPENDICES

APPENDICES

A Traffic Analysis

B Bay Conservation and Development Commission Plan

APPENDIX A - TRAFFIC ANALYSIS

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APPENDIX EXHIBITS

A Traffic Analysis Sectors, Anza Area	A-3
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I. PEAK HOUR SERVICE LEVEL DEFINITIONS

Capacity Index	Service Level	Traffic Conditions
under 51	A	Typically the approach to the intersection appears quite open and turning movements are easily made.
51-85	B	The approach to the intersection is occasionally fully utilized and some delay may be encountered in turning movements. If signalized, no vehicle waits longer than one red indication.
86-97	C	Driver begins to feel somewhat restricted, the approach to the intersection is often loaded and back-ups may occur behind turning vehicles. If signalized, the driver may have to wait more than one red indication.
98-109	D	Increasing restriction causing substantial delays and queues on approaches to intersection. Queues do not become excessive but are generally present throughout the peak period. If signalized, vehicles may wait longer than two red indications.
110-121	E	Maximum capacity of intersection. Long queues of vehicles waiting upstream of the intersection. If signalized, vehicles may be delayed up to several signal cycles.
over 121	F	Completely unstable condition when intersection is completely jammed. Back-ups from locations downstream or on cross street may restrict movement of vehicles out of approach.

SOURCE: Service Level Designations and Traffic Conditions descriptions are from "Highway Capacity Manual," 1965, p. 130.

2. LAND USE/TRANSPORTATION IMPACT ANALYZER

A Land Use/Transportation Impact Analyzer was devised as part of the J. D. Drachman Associates 1977-1978 study* to evaluate transportation impacts of proposed land uses and to monitor these impacts over time. The Analyzer, as a mathematical tool, may be used to determine the transportation impact of any new individual development in the Anza Area as well as all the cumulative impacts of other developments in the area. Thus, at any time it is possible to assess how much capacity remains at any one of the three critical intersections:

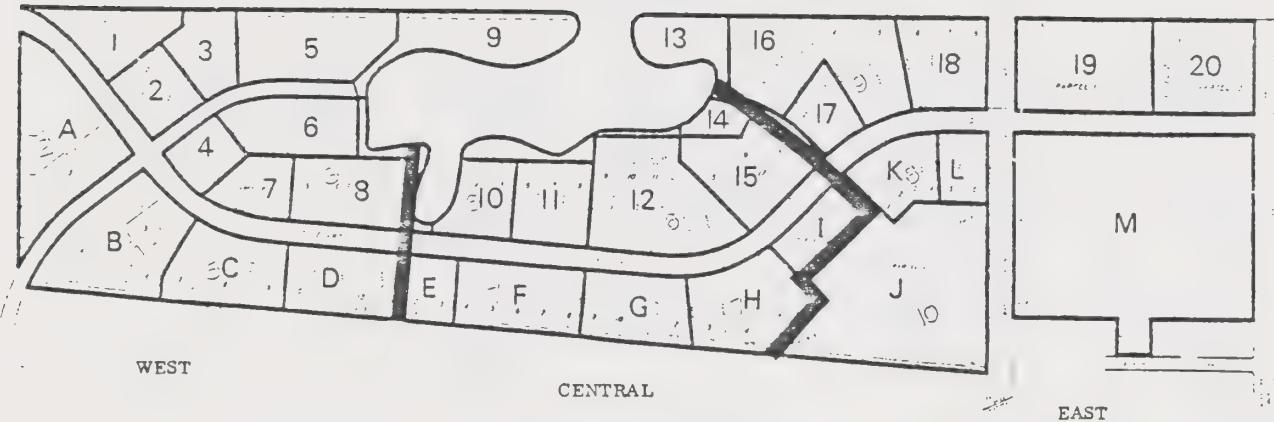
Airport Boulevard/Bayshore Highway
Broadway/Bayshore Highway/Bayshore Freeway
Peninsula Avenue/Coyote Point/Bayshore Freeway

Land Use Summary

The Drachman study divided the Anza Area into three sectors: west, central, and east (Appendix Exhibit A). These sectors were devised on the basis of traffic flows. Acreages for each proposed use are calculated within each sector. These acreages are shown in Appendix Table I.

* J. D. Drachman Associates, First Phase Progress Report For The Burlingame Bayfront Traffic Study, September 7, 1977.

APPENDIX EXHIBIT A
TRAFFIC ANALYSIS SECTORS
ANZA AREA



<u>Site Number</u>	<u>Acres</u>	<u>Site Number</u>	<u>Acres</u>	<u>Site Number</u>	<u>Acres</u>
1	2.093	8	2.860	15	3.099
2	1.732	9 (State)	3.326	16 (State)	5.174
3 (State)	1.746	10 (State)	1.795	17	1.352
4	1.302	11 (State)	2.274	18 (State)	2.736
5 (State)	3.813	12	4.593	19	5.276
6	2.755	13 (State)	2.003	20	3,319
7	1.399	14 (State)	0.826		
	<u>14.840</u>		<u>17.677</u>		<u>20.956</u>

<u>Site Letter</u>	<u>Acres</u>	<u>Site Letter</u>	<u>Acres</u>
A	4.767	H	3.462
B	3.326	I	1.660
C	2.935	J	9.671
D	2.906	K	1.981
E (State)	1.240	L	1.277
F	3.099	M	<u>15.957</u>
G	2.498		<u>34.008</u>
	<u>20.771</u>		

Grand Total 108.252

SOURCE: J. D. Drachman Associates, 12/15/78.

APPENDIX TABLE I
LAND USE SUMMARY BY SECTORS ANZA AREA*
 (Acres)

Land Use	West	Central	East	Totals **
Hotel	10.9	4.6	7.3	22.8
Office	6.6	5.7	31.4	43.6
Commercial/Recreation	0.0	3.0	0.0	3.0
Restaurants	9.8	10.0	12.1	31.9
Totals	27.3	23.3	50.8	101.4

* The land uses from the Specific Area Plan Map (Report Exhibit A) were aggregated to the west, central, and east sectors.

** Totals of this land use summary differ from the totals of land use shown in Tables 1 and 3 of the main Specific Area Plan report because the Analyzer was developed in 1978 and reflects existing land uses at that time.

In using the Analyzer, the following conditions were assumed:

1. Existing network configuration
2. Floor Area Ratios (i.e., intensities of development)

Offices	0.90 Square Foot/Acre
Restaurants	0.15 Square Foot/Acre
Hotels	65 Rooms/Acre

**SIGNIFICANT
UNAVOIDABLE
ADVERSE
IMPACTS**

No unavoidable adverse effects are foreseen as a result of Specific Area Plan approval per se. Unavoidable adverse effects, however, would be caused by development and may include:

1. Permanent changes to existing land forms in isolated areas. These changes might involve some grading and filling for construction of transportation improvements.
2. Increased traffic with associated noise and air pollution in the area are significant only as cumulative impacts.
3. Increased water containments associated with urban development. This increase is significant as a cumulative impact.
4. Increased demand for utilities and services and increased energy consumption which are significant only as cumulative impacts.

**ALTERNATIVE
PLANS AND
THEIR IMPACTS****No Plan**

If a Specific Area Plan for the Burlingame Bayfront Area is not adopted and development is not guided by this plan, the land would probably continue to be developed in a more or less piecemeal fashion. It can be expected that the area would develop without the benefit of a consistent set of goals and objectives.

This is considered to be a feasible but not desirable alternative. Three major problems could result if the Plan is not adopted:

1. Specific sites with special natural amenities could be used for private uses (office) instead of more public uses (hotels, restaurants), and thus reduce the opportunities for a large number of people to enjoy the shoreline. An indirect adverse impact of this situation would be that the sites most attractive to hotel and restaurant developers would no longer be available. If the less desirable sites remain vacant, the City would lose significant potential sales tax and hotel tax revenues.
2. If development intensities identified in the proposed Plan are not used as a guide by private developers, the potential result would be a generation of traffic volumes beyond the capacity of either present or improved transportation facilities.

3. If transportation improvements were proposed without a Specific Area Plan, public commitment and funding may be difficult to obtain.

**Five Specific
Area Plan
Alternatives,
Anza Area**

Five Specific Area Plan Alternatives for the Anza Area were prepared by the Burlingame Department of City Planning and considered at a City Council Study Meeting 7 February 1979. Alternative Number 4 was selected for further study and development as the Specific Area Plan/Environmental Impact Assessment described in this report because of the considerable development potential of the Anza Airport Parking and drive-in theatre sites. Unlike other alternatives, Alternative 4 also recognized pre-existing commitments by the property owners, Anza Shareholders Liquidating Trust, for office development of Seabreeze Plaza on Bayview Place.

Alternative I (Exhibit P)

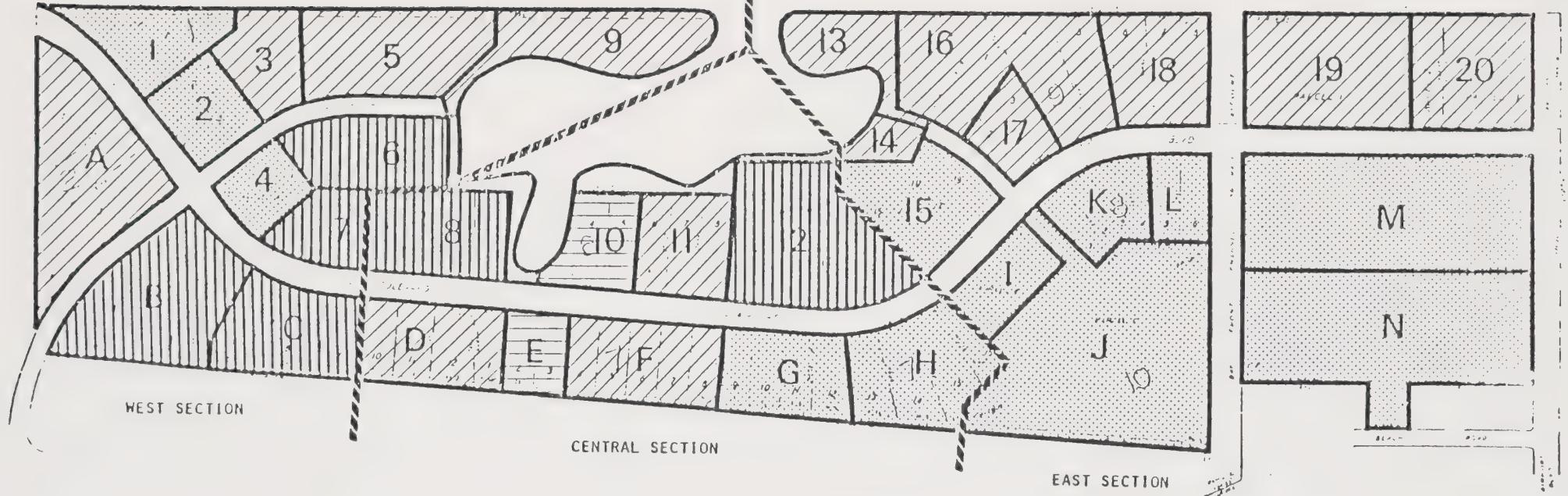
Of the total acreage, 18 acres were designated for hotels, 42-1/2 acres for restaurants, 3 acres for commercial recreation, and 38 acres for office development. Testing this alternative, using the Transportation Land/Use Impact Analyzer, described in Appendix A, demonstrated that this mix and location of development would overload the Peninsula Avenue/Coyote Point/Bayshore Freeway intersection even with the recommended traffic improvements. Reducing the floor area ratio for office development from FAR 0.9 to FAR 0.75 would reduce the traffic load generated by the development. This is a feasible alternative.

Alternative 2 (Exhibit Q)

This alternative allocated essentially the same acreages for hotels, restaurants, and commercial recreation as Alternative 1, but transferred approximately 8 acres from office to office/warehouse. This shift would reduce the traffic impacts to an acceptable level. This alternative would also reserve the prime sites for public use adjacent to the Bay and the lagoons. This alternative, however, did not accommodate known pending projects. This is a feasible alternative.

Alternative 3 (Exhibit R)

To accomodate known pending projects, Alternative 3 allocated different sites to office and hotel uses. To reduce impacts on adjacent intersections, office/warehouse acreage was increased. With these changes, 16-1/2 acres were allocated to hotels, 37 acres were shown for restaurants, 3 acres for commercial recreation, 29 acres for offices, and 16 acres for office/warehouse. Traffic



PLAN 1

<----- PUBLIC ORIENTED USES -----> <----- PRIVATE COMMERCIAL USES ----->



LAND USE

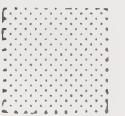
HOTEL/MOTEL



RESTAURANT



COMMERCIAL
RECREATION



OFFICES



OFFICE/
WAREHOUSING



PARK & FLY

ACRES	17.9	42.6	3.0	37.7	0	0
YEARS REQ. BUILD-OUT	20.8 yr	18.9	5.0	10.1	0	0

INTERSECTION CAPACITIES: 101 & BAYSHORE (95%) AIRPORT & BAYSHORE (106%) PENINSULA AVENUE (118%)

7920

ANZA AREA

EXHIBIT

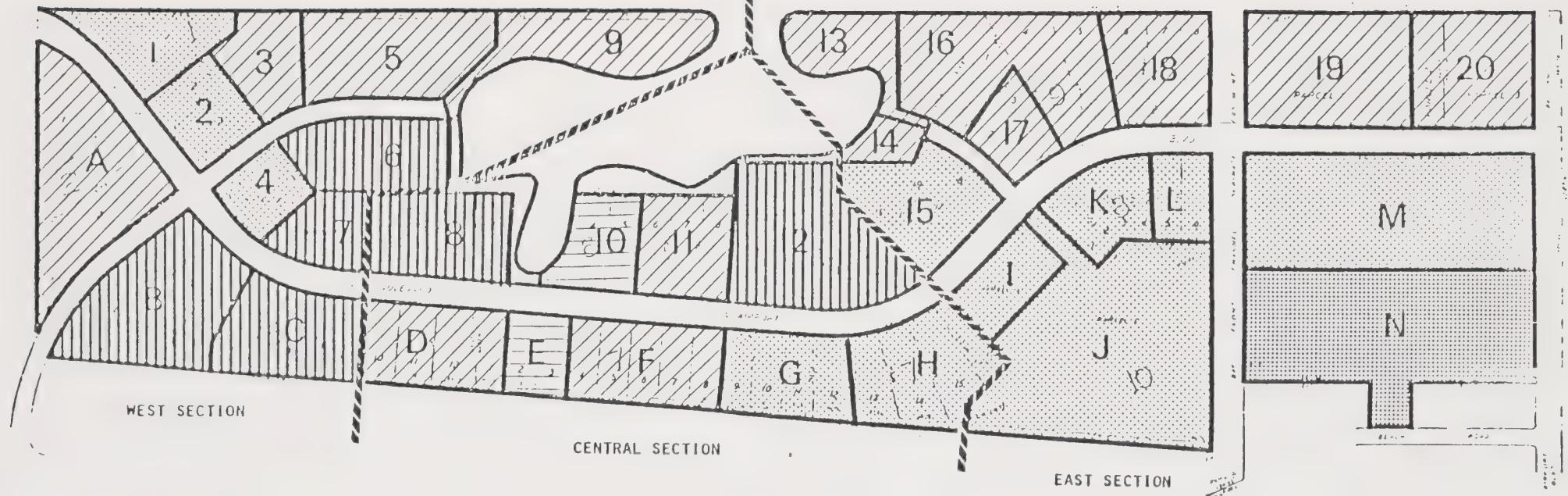
P

Specific Area Plan Alternative 1

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

Torrey & Torrey Inc.

2T



PLAN 2

PUBLIC ORIENTED USES ————— **PRIVATE COMMERCIAL USES** —————



LAND USE	HOTEL/MOTEL	RESTAURANT	COMMERCIAL RECREATION	OFFICES	OFFICE/WAREHOUSING	PARK & FLY
----------	-------------	------------	-----------------------	---------	--------------------	------------

ACRES	17.9	42.6	3.0	29.7	8.0	0
YEARS REQ. BUILD-OUT	20.8 yr	18.9	5.0	7.9	1.8	0

INTERSECTION CAPACITIES: 101 & BAYSHORE (93%) AIRPORT & BAYSHORE (103%) PENINSULA AVENUE (110%)

7920

EXHIBIT

Q

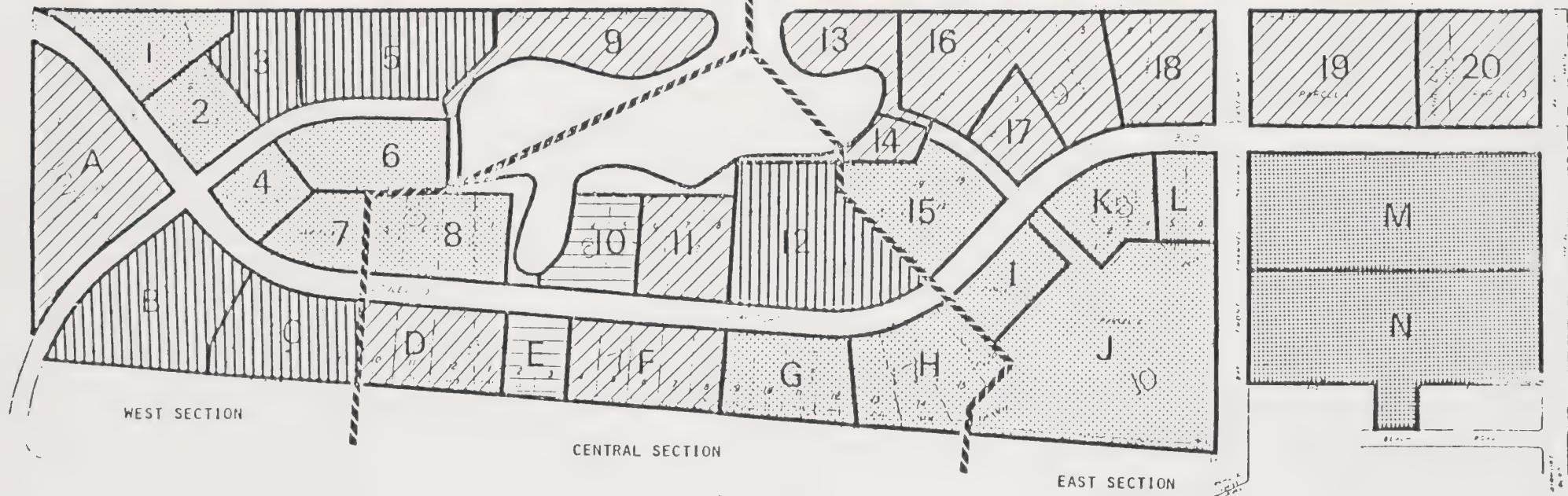
ANZA AREA

Specific Area Plan Alternative 2

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

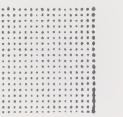
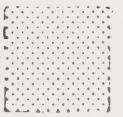
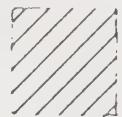
Torrey & Torrey Inc.

2T



PLAN 3

PUBLIC ORIENTED USES ————— **PRIVATE COMMERCIAL USES** —————



LAND USE	HOTEL/MOTEL	RESTAURANT	COMMERCIAL RECREATION	OFFICES	OFFICE/WAREHOUSING	PARK & FLY
----------	-------------	------------	-----------------------	---------	--------------------	------------

ACRES	16.4	37.1	3.0	28.8	16.0	0
YEARS REQ. BUILD-OUT	19.0 yr	16.5	5.0	7.7	3.6	0

INTERSECTION CAPACITIES: 101 & BAYSHORE (92%) AIRPORT & BAYSHORE (100%) PENINSULA AVENUE (106%)

7920

ANZA AREA

EXHIBIT

R

Specific Area Plan Alternative 3

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

Torrey & Torrey Inc.

2T

levels generated by this land use combination were within acceptable levels. However, this mix would be a less intense use than desirable. This is a feasible alternative.

Alternative 4 (Originally Alternative 5) (Exhibit S)

This alternative proposed 25 acres for hotels, 28-1/2 acres for restaurants, 3 acres for commercial recreation, 30 acres for offices, and 14-1/2 acres for office/warehousing. The principal objection to this alternative was that a warehouse use introduced into the main Anza Area would have potential impacts of additional truck traffic and industrial appearance, and a less intense use than desirable. This is a feasible alternative.

RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Timing of the Project

This project is proposed at this time to respond to the City's conviction that piecemeal development of the site over time would be detrimental to the proper development of the area. Ultimately it is believed that the addition of a mix of office, hotels/motels, restaurant, and recreational uses in the Bayfront would create a beneficial balance to the City's residential uses and existing office and warehouse uses in the Bayfront.

Pre-Empted Future Alternatives

The project would prohibit long-term use of the site for open space by committing land to urban development now. Since the area consists of land fill, development of the land is not considered to have a significant adverse impact. An exception to this is the need to fill a portion of the lagoon in order to implement the planned transportation improvements. It should be noted, however, that if the Specific Plan is not adopted, less open space would be available for public enjoyment and, thus, future alternatives would be pre-empted to an extent.

Long-Term Risk to a Healthy and Balanced Ecosystem

If the Specific Area Plan is not adopted, a healthy and balanced ecosystem would be jeopardized because development-generated traffic would aggravate the existing regional air quality problem.

The Specific Area Plan includes transportation improvement plans which would mitigate some of the adverse impacts of increased traffic volumes. Both traffic and air pollution are two areas of

concern that are cumulative in effect and, in many respects, best remedied by areawide solutions. The use of transit and other means of transportation to lessen use of the auto may help to reduce the cumulative long-term risk to a healthy and balanced ecosystem caused by development.

SIGNIFICANT ENVIRONMENTAL CHANGES

There are no significant changes which would be caused by adopting the proposed Specific Area Plan. Subsequent development would result in the following significant changes: traffic generation with associated noise and air pollution, increase in urban stormwater runoff into the Bay and reduction of water quality which are significant only as cumulative impacts. Individual Environmental Impact Reports should be prepared in order to minimize the impacts of significant changes associated with each development.

GROWTH-INDUCING IMPACTS

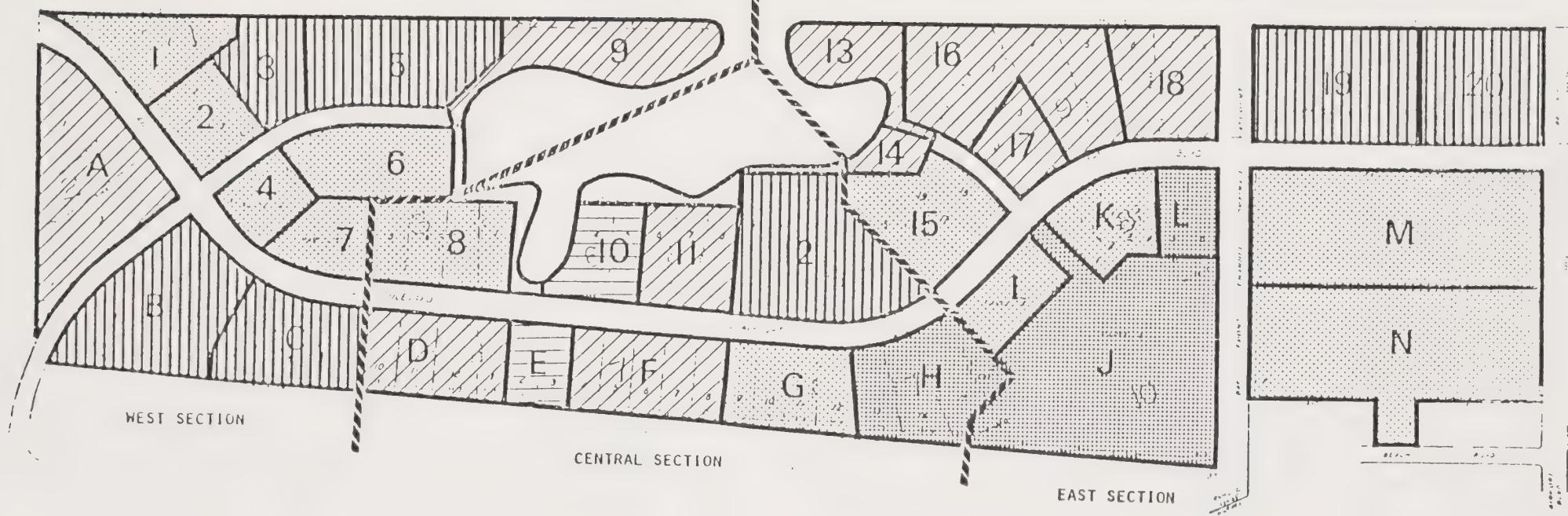
Office, hotel, and restaurant development could be assumed to be proposed for the site as a function of market forces and thus would not be expected to depend on adoption of the plan.

Implementation of the proposed Specific Area Plan may, however, have a growth-inducing impact since, by its designation of desirable sites for the most appropriate uses, it may encourage more development in the Bayfront in the long run than would otherwise occur. Because of the plan's specific site designations and regulations, and limitations on total development as a function of the capacity of transportation facilities, however, the Bayfront may ultimately have less development than if it were unplanned.

Additional office development may be expected to generate increased demand for housing in Burlingame and nearby cities.

The growth-inducing impacts of the plan are not considered to be adverse because of the availability of utilities and services. In addition, the plan would not present a long-term risk to a healthy and balanced ecosystem.

On a regional level, it cannot be determined that development in Burlingame would be additional to or instead of development in other parts of the region. Therefore, a growth-inducing impact in the region is not clearly anticipated.



PLAN 5

PUBLIC ORIENTED USES PRIVATE COMMERCIAL USES

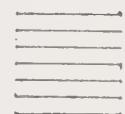


LAND USE

HOTEL/MOTEL



RESTAURANT



COMMERCIAL
RECREATION



OFFICES



OFFICE/
WAREHOUSING



PARK & FLY

ACRES	25.0	28.5	3.0	30.3	14.4	0
YEARS REQ. BUILD-OUT	29.0 yr	12.7	5.0	8.1	3.2	0

INTERSECTION CAPACITIES: 101 & BAYSHORE (91%) AIRPORT & BAYSHORE (99%) PENINSULA AVENUE (106%)

7920

EXHIBIT

S

ANZA AREA

Specific Area Plan Alternative 4

BURLINGAME BAYFRONT
SPECIFIC AREA PLAN

Torrey & Torrey Inc.

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VII.

SOURCES AND REFERENCES

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Volume Assignments

Specific peak hour trips were determined and assigned to Airport Boulevard in order to assess the impact on that facility at mid-block points. These volumes are summarized in Appendix Table 2 which indicates the directional volumes at three sections of Airport Boulevard between Bayshore Highway and Coyote Point Drive. Existing directional volumes on this facility range from 400 to 500 vehicles per hour. After development of the Specific Area Plan (SAP), volumes would range from 790 to 1,920 vehicles per hour. Volumes of this magnitude would warrant a four-lane section for all of Airport Boulevard.

APPENDIX TABLE 2

**AIRPORT BOULEVARD
PM PEAK HOUR VOLUMES
(Vehicles Per Hour)**

Roadway Section	Westbound	Eastbound
Bayshore Highway-Bayview Place	1,920	1,290
Bayview Place-Victoria Station Place	1,530	1,210
Victoria Station Place-Coyote Point Drive	790	1,730

NOTE: These are average volumes for the designated sections of Airport Boulevard and include both existing traffic and incremental traffic expected to be generated by the SAP.

Intersection Utilization

The traffic assignments are translated into intersection utilization rates (e.g., the available capacity "used up" by traffic) for each of the intersections and compared to existing intersection utilization rates. Levels of service (degree of convenience of traffic movement) are then established for the new traffic volumes and compared to existing levels of service. This comparison is shown in Appendix Table 3.

APPENDIX TABLE 3
INTERSECTION UTILIZATION*

Intersection	A Volume-to-Capacity Ratio Existing	B Volume-to-Capacity Ratio With SAP
Airport Boulevard/Bayshore Highway	0.53 (A)	1.60 (F)
Broadway/Bayshore Highway/ Bayshore Freeway	0.75 (A)	1.43 (F)
Peninsula Avenue/Coyote Point/ Bayshore Freeway	0.34 (A)	1.17 (E)

* Compared to Service Level "C"

Table 3 Column A indicates the volume-to-capacity ratio for conditions that existed in 1977, when the last traffic counts were taken. Column B indicates volume-to-capacity ratios after the SAP is fully developed. These volume-to-capacity ratios are based on a "C" level of traffic service, as defined in this Appendix, Section I, Peak Hour Service Level Definitions. The upper limit of "C" traffic service would be 1.00. In all traffic studies in the Bayfront, Level "C" was considered a desirable level, although Level D (ratio up to 1.12) could be acceptable. Table 3 also indicates the before/after levels of traffic service.

Available Level Carrying Ability

The opposite of "intersection utilization" is the "Available Level Carrying Ability". Available C Level Carrying Ability is derived by computing the existing volumes divided by the full Level C carrying ability, expressed as a percent, and subtracting from 100 percent. As indicated, this number represents the proportion of transportation carrying ability still available before reaching and maintaining a desirable Service Level C of traffic operations.

Level "D" is defined as 112 percent of Level C; i.e., when Level C is exceeded by 112 percent (1.12), the resulting level of service is D.

Using existing traffic volumes, the degree to which each site as currently developed uses the capacity (i.e., how much capacity is left over) of the four major transportation facilities can be calculated if:

1. Any one of the four improvements is implemented.
2. Any combination of one to four improvements is implemented.

Thus, the following combinations of improvements are possible:

Using the Analyzer

The Analyzer is to be used by the City of Burlingame in processing development permit approvals and constructing transportation improvements in the Anza Area. An example, described here, is based on Available Level C Capacity-1980 shown in Appendix Table 4. The effect of proposed development would be added to existing conditions, shown in the Existing Conditions column, to determine the effect of additional traffic on each of the four critical intersections (A, B, C, and D in Table 4). If Improvement 1 (Airport Boulevard/Bayshore Highway Intersection Improvement) is completed, in order to maintain Level of Service C at the Bayshore Highway/Highway 101 ramps, traffic generated by new development should not exceed the amount that would use 19.2 percent available capacity shown in Square B1. Once, however, Improvement 2 (new off/on ramps Highway 101) is provided development can be approved up to 21.5 percent of the available capacity at the same intersection as shown in Square B2. It is expected that once all the improvements are constructed (1 through 11 as shown in Table 4), new development would be approved only until all remaining capacity as shown in Column 11 has been used.

APPENDIX TABLE 4
AVAILABLE LEVEL C CAPACITY - 1980

Critical Intersection	Exist. Cond.	Network Combinations										
		1	2	3	4	5	6	7	8	9	10	11
A Airport Boulevard & Bayshore Highway	37.6	52.2	39.1	37.6	38.3	53.6	52.2	52.8	39.1	39.7	53.6	54.2
B Bayshore Highway & Highway 101 Ramps	19.2	19.2	21.5	21.5	19.4	21.5	19.2	19.4	21.5	21.7	21.5	21.7
C Bayshore Highway & Highway 101 Ramps (improved condition)	25.5	25.5	27.9	25.5	25.7	27.9	25.5	25.7	27.9	28.2	27.9	28.2
D Coyote Point & Bayshore Highway	59.2	59.2	60.0	49.7	49.0	60.0	49.7	49.0	49.7	49.0	49.7	49.0

Network Combinations

1. Airport Boulevard/Bayshore Highway Intersection Improvement
2. New off/on ramps to/from Highway 101
3. Peninsula Avenue/Coyote Point Interchange - Phase 1
4. Peninsula Avenue/Coyote Point Interchange - Phase 2
5. Airport Boulevard/Bayshore Highway and New Ramps (1 & 2)
6. Airport Boulevard/Bayshore Highway & Peninsula Avenue/Coyote Point - Phase 1 (1 & 3)
7. Airport Boulevard/Bayshore Highway & Peninsula Avenue/Coyote Point - Phase 2 (1 & 4)
8. New Ramps & Peninsula Avenue - Phase 1 (2 & 3)
9. New Ramps & Peninsula Avenue - Phase 2 (2 & 4)
10. New Ramps, Airport Boulevard/Bayshore Highway/Peninsula Avenue - Phase 1 (1 & 2 & 3)
11. New Ramps, Airport Boulevard/Bayshore Highway/Peninsula Avenue - Phase 2 (1 & 2 & 3)

SOURCE: J. D. Drachman Associates

APPENDIX TABLE 5
SPECIFIC AREA PLAN IMPACT ANALYSIS
WEST OF BAYSHORE FREEWAY*, **

Broadway Overcrossing Westbound

Existing	0.58
With SAP	0.82
With Peninsula Avenue/Coyote Point Improvement	0.74

Overcrossing Eastbound

Existing	0.28
With SAP	0.60
With Peninsula Avenue/Coyote Point Improvement	0.50

Rollins Road & Broadway Intersection

Existing	0.83
With SAP	0.95

Broadway, Rollins Road to El Camino, Westbound

Existing	0.60
With SAP	0.73

Broadway, Rollins Road to El Camino, Eastbound

Existing	0.34
With SAP	0.40

* These volume/capacity (V/C) ratios are for the PM peak hour. In conformance with previous studies the V/C ratios are based on Level of Service C equal to 1.00. The existing condition refers to the base year of 1977.

** Traffic west of El Camino Real will disperse in a number of directions so the impact on any facility to the west is expected to be slight.

3. IMPROVEMENTS FINANCING

Transportation improvements financing, based on City of Burlingame Fee Ordinance No. 1151, is shown on Table 6. It is unknown at this time what other funding sources will be. Possible contributions would be made from such sources as: the City's gas tax, San Mateo County gas tax, the Aid to Cities Program, the Aid to Counties Program (TAC), and State Bikeway Funds.

APPENDIX TABLE 6
IMPROVEMENTS FINANCING

Land Use	Peak Hour Trips per Area*	Ratio %	Land Area (Acres)	Trips	25%	40%	100%
Office	53	100	44.1	2,340	\$3,980	\$ 6,370	\$15,920
Restaurants	34	64	49.5	1,680	2,550	4,180	10,180
Hotels/Motels	23	43	26.6	610	1,720	2,750	6,880
Office/ Warehouse	13	30	19.2	310	1,210	1,940	4,840
Car Rental	12	23	2.8	30	800	1,280	3,210
Commercial/ Recreation	9	17	--	10	680	1,080	2,710

$$\frac{\$1,500,000 \times 0.25^{**}}{4,970} = \$75+$$

* Table 7, page 12, J. D. Drachman Associates Report, Phase II adjusted to Office FAR 0.75, Restaurant FAR 0.15, Hotel 65/rooms/acre.

** (40 percent factor = \$120)
(100 percent factor = 300)

4. TRANSPORTATION TERMINOLOGY*

ADT	(Average Daily Traffic) Total volume of traffic crossing a fixed point over a 24-hour period, averaged over a month, a year or several years.
Accessibility	The relative ease with which a location can be reached via various modes of transportation.
Arterial Road	A major roadway with partial control of access.
Capacity	Maximum number of vehicles, riders (transit) that can be carried during a determined period of time.
Collector Road	A roadway with uncontrolled access connecting arterials and freeways to local streets and private residences and businesses.
Directional Split	The difference in magnitude between volumes in one direction and volumes in the opposite direction on a road segment.
Freeway	High speed roadway with full control of access.
Full Control of Access	Preference is given to through traffic by providing access connections with selected public roads only and by prohibiting crossings at grade or direct private driveway connections.
HDV	Heavy Duty Vehicle. Any motor vehicle designated for transportation of property and rated at more than 6,000 lbs. from vehicle weight or designated primarily for transportation of persons and having a capacity of more than 12 persons.
Interchange	A system of interconnected roadways to provide interchange of traffic between two or more roadways, usually freeways.
Level of Service	Level of service expresses the conditions existing under various speed and volume conditions on any highway or street. These levels of service, designated A through F, from best to worst, cover the entire range of traffic operations that may occur. On many specific streets and

*Source: Highway Capacity Manual

highways, the better levels cannot be attained. Level of service E describes conditions approaching and at capacity (that is, critical density).

Level of service A describes a condition of free flow, with low volumes and high speeds, with speeds controlled by driver desires, speed limits and physical roadway conditions.

Level of service B is in the zone of stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation.

Level of service C is still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still obtained, with service volumes perhaps suitable for urban design practice.

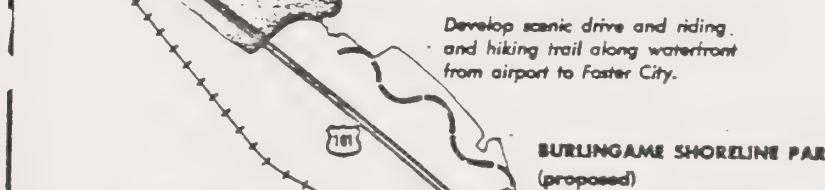
Level of service D approaches unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.

Level of service E cannot be described by speed alone, but represents operations at even lower operating speeds than in level D, with volumes at or near the capacity of the highway. At capacity, speeds are typically, but not always, in the neighborhood of 30 mph. Flow is unstable, and there may be stoppages of momentary duration.

Level of service F describes forced flow operation at low speeds, where volumes are below capacity. These conditions usually result from queues of vehicles backing up from a restriction downstream.

Similar level of service definitions exist for typical signalized intersections.

APPENDIX B - BAY CONSERVATION AND DEVELOPMENT COMMISSION
THE BAY PLAN



BURLINGAME
Prepare precise plan and development program for waterfront; include continuous public access to Bay shoreline for viewing and fishing. Some fill may be needed.

BURLINGAME SHORELINE PARK
(proposed)
Retain lagoon as open water.

COYOTE POINT PARK
Expand beach and marina. Some fill may be needed.

COYOTE PT.

Possible small-boat channel along shoreline.

LEGEND	
AIRPORT	
WATERFRONT PARK, BEACH	
TIDAL MARSH	
MARINA	
FISHING PIER	
RECREATIONAL FERRY	
COMMERCIAL RECREATION	
"ENTRANCE" VIEW FROM ROAD	
VISTA POINT	
SCENIC DRIVE	
FREEWAY	
RAILROAD	
BAY AGENCY POLICY: PRINTED IN BOLD TYPE	
BAY AGENCY SUGGESTION: PRINTED IN ITALICS	

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SOUTHERN PACIFIC

SAN MATEO

Prepare precise plan and development program for waterfront, emphasizing water-oriented recreation. Some fill may be needed.

SAN MATEO

FINAL ADDENDUM

SPECIFIC AREA PLAN The Burlingame Bayfront

PREPARED FOR THE CITY OF BURLINGAME
April 2, 1981

TORREY & TORREY INC.

DEPARTMENT OF TRANSPORTATION

P.O. BOX 3366, RINCON ANNEX
SAN FRANCISCO 94119
(415) 557-1840



RECEIVED

November 5, 1980

NOV 13 1980

CITY OF BURLINGAME
PLANNING DEPT.04-SM-101 PM 14.6/17.9
SCH #80093007

Mr. John Yost
City Planner, City of Burlingame
501 Primrose Road
Burlingame, CA 94010

Dear Mr. Yost:

Subject: Caltrans District 4 comments on the (DEIR) Specific Area Plan - The Burlingame Bayfront

The plan proposes a management strategy that links additional development within the Bayfront Area to transportation improvements required to maintain or to provide a reasonable level of service (LOS) on dependent roads and highways (together with their appurtenant facilities). Although Caltrans has no funds scheduled or planned for the dependent improvements to our facilities and that we cannot be committed to funding any such improvements, we believe the plan has merit and we will continue to cooperate within our constraints to address traffic problems of our mutual concern.

- 1 The new ramps, road connections and reconfigurations discussed and referred to on page IV-4, V-9 and shown on Exhibit O are proposed by the City of Burlingame and have not been evaluated or approved by Caltrans. At this point in time, the noted improvements cannot be considered viable. Additionally, Caltrans has no plans for any additional lanes on Route 101 and, accordingly, it would not be appropriate to base any contingency of the development plan on any additional freeway lanes.
- 2 The severe impacts to traffic operations without mitigating improvements are disclosed; however, in order for Caltrans to verify the impact data shown in Tables 3 and 4, Appendix A, the intersection capacity calculations for the AM and PM peak hours should be furnished along with existing plus SAP plus other anticipated future AM and PM peak hour volumes for all through and turning movements in the intersections.

CONTENTS

This Addendum contains responses to comments on the Specific Area Plan - Burlingame Bayfront and EIR. The following comments were received by the City of Burlingame Planning Department:

- Letter from Mr. D. E. Connolly, State of California Department of Transportation
- Letter from Mr. Michael B. Wilmar, San Francisco BCDC
- Letter from Mr. Herbert A. Maricle, State Lands Commission
- Letter from Wayne Swan, City of Millbrae, Planning Consultant
- Letter from Mr. David H. Keyston, Anza Shareholders Liquidating Trust.

Mr. John Yost
Page 2
November 5, 1980

3

It is believed goals, policies and commitments be developed to reduce vehicle trips, particularly the single and low-occupant automobiles, to reduce traffic congestion, fuel consumption, noise levels and air pollutants. Some methods that may apply to employment centers are to encourage car pooling, provide preferential parking for car pools and high occupancy vehicles, provide van pools, encourage public transit for work trips, provide bus turnouts and shelters, provide shuttle service to the train depot and perhaps the airport, encourage bicycling for local commute and shopping trips and provide bicycle racks and lockers at the major developments. Staggered working hours at employment centers that avoid peak hours traffic may also influence the traffic impacts.

It is requested that responses and/or the FEIR be sent to Caltrans District CEQA Coordinator, P. O. Box 3366 Rincon Annex, San Francisco, CA 94119. Telephone (415)557-2448.

Sincerely yours,

JOHN WEST
District Director

By 
D. E. CONNOLLY, Chief
Project Development D Branch

cc: State Clearinghouse

cc: City Attorney
Director of Public Works

Response to Comment from Mr. D. E. Connolly, State of California
Department of Transportation

1. Since the land use densities proposed in the Specific Area Plan are tied to the availability of transportation improvements, careful surveillance of newly generated traffic through the Land Use Analyzer monitoring system (adopted as part of the SAP) should ensure that transportation capacities are not exceeded. Monitoring of recently approved projects in the Bayfront area confirms that peak hour capacities are presently well above "D" Level of Service.

In the meantime the City is proceeding with a detailed study of the transportation improvements and a separate focused EIR. This detailed study will ultimately result in a determination of the viability of these improvements. Also, individual development proposals in the Bayfront area will continue to be subjected to project-by-project environmental review by the City of Burlingame. It is anticipated that the City of Burlingame and CalTrans will reach a consensus on the transportation improvements in the near future.

In the event that these improvements are not built in time to serve new development, the City will consider reduction of future development densities or an adjustment to the permitted land uses.

2. The calculations requested are presented in Tables 1-4 on the following pages.
3. The mitigations listed in the letter are hereby incorporated on page V-9 of the SAP.

The capacity estimates in the following tables (1-4) do not assume implementation of the planned transportation improvements.

General Assumptions:

Peak Hour Factor	0.85
Load Factor	0.30
Population Factor	1.14
Area Adjustment	1.25
Bus, Truck, Local Factor	1.00
Amber Time	12% of cycle

The following are the major assumptions used to estimate capacities:

Street Widths - Center Line to Curb

Bayshore approach to ramps	26 feet
Ramp approach to Bayshore	24 feet with 10 feet right turn
Bayshore approach to Airport	18 feet
Airport approach to Bayshore	12 feet

TABLE 1
 SUMMARY CAPACITY ANALYSIS
 BAYSHORE HIGHWAY AND AIRPORT BOULEVARD

<u>Critical Movements</u>	<u>A.M. PEAK</u>				<u>S.A.P.*</u>	<u>Total Volume</u>	<u>Volume Capacity</u>
	<u>Existing Volumes</u>	<u>Estimated Capacity</u>	<u>Volume Capacity</u>	<u>Added Volume</u>			
BAYSHORE EASTBOUND	300	1650	.18	1560	1860	1.13	
AIRPORT SOUTHBOUND	30	1780	.02	130	160	.09	
OFF RAMP LEFT TURN	690	1440	.48	0	690	.48	
Amber			.12			.12	
Total Vol/Cap.			<u>.80</u>			<u>1.82</u>	

* Includes 1977-80 Developments

TABLE 2
 SUMMARY CAPACITY ANALYSIS
 BAYSHORE HIGHWAY AND AIRPORT BOULEVARD

<u>Critical Movements</u>	<u>P. M. PEAK</u>			<u>S.A.P.*</u>	<u>Total Volume</u>	<u>Volume Capacity</u>
	<u>Existing Volumes</u>	<u>Estimated Capacity</u>	<u>Volume Capacity</u>			
BAYSHORE EASTBOUND	370	1650	.22	890	1260	.76
AIRPORT SOUTHBOUND	90	1780	.05	610	700	.39
OFF RAMP LEFT TURN	200	1440	.14	0	200	.14
Amber			.12			.12
Total Vol/Cap.			<u>.53</u>			<u>1.41</u>

* Includes 1977-80 Developments

TABLE 3
 SUMMARY CAPACITY ANALYSIS
 BAYSHORE AND HIGHWAY 101 RAMPS

<u>Critical Movement</u>	<u>A.M. PEAK</u>			<u>S.A.P.*</u>	<u>Total Volume</u>	<u>Volume Capacity</u>
	<u>Existing Volume</u>	<u>Estimated Capacity</u>	<u>Volume Capacity</u>			
BAYSHORE EASTBOUND — ALL	80	2960	.02	50	130	.04
BAYSHORE WESTBOUND — ALL	850	2350	.36	270	1120	.48
BROADWAY NORTHBOUND (All Directions)	910	3140	.29	1490	2400	.76
Amber			.12			.12
Total Vol/Cap.			<u>.79</u>			<u>1.40</u>

* Includes 1977-80 Developments

TABLE 4
 SUMMARY CAPACITY ANALYSIS
 BAYSHORE AND HIGHWAY 101 RAMPS

<u>Critical Movement</u>	<u>P.M. PEAK</u>			<u>S.A.P.*</u>	<u>Total Volume</u>	<u>Volume Capacity</u>
	<u>Existing Volume</u>	<u>Estimated Capacity</u>	<u>Volume Capacity</u>	<u>Added Volume</u>		
BAYSHORE EASTBOUND — ALL	1150	2960	.39	80	1230	.42
BAYSHORE WESTBOUND — ALL	420	2350	.18	1360	1780	.76
BROADWAY NORTHBOUND (Left Turn and Through)	100	1910	.06	0	100	.06
Amber			.12			.12
Total Vol/Cap.			<u>.75</u>			<u>1.36</u>

* Includes 1977-80 Developments

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

30 VAN NESS AVENUE
SAN FRANCISCO, CALIFORNIA 94102
PHONE: 557-3686



RECEIVED

NOV 6- 1980

October 30, 1980

CITY OF BURLINGAME
PLANNING DEPT.

City of Burlingame
501 Primrose Road
Burlingame, California 94010

ATTENTION: John R. Yost

SUBJECT: Specific Area Plan - The Burlingame Waterfront
BCDC Inquiry File No. SM.BU.6601.1; SCH No. 80093007

Gentlemen:

I am writing regarding the Specific Area Plan (SAP) for the Burlingame Waterfront dated September 1, 1980, and received in our office on September 29, 1980. The Commission itself has not had the opportunity to review the SAP, and these are staff comments only. They are, however, based on the McAteer-Petris Act and the San Francisco Bay Plan.

1 Jurisdiction and Priority Use Designation

BCDC has jurisdiction over two areas: (a) all areas of San Francisco Bay below the line of highest tidal action and, (b) over the 100-foot shoreline band inland of the line of highest tidal action. The Commission's Bay jurisdiction should be added to the discussion about BCDC on page II-5.

Within the shoreline band, the Commission has designated certain areas for priority uses. Within the study area of the SAP, the area called "Anza Area Extension," exclusive of the freeway interchange, has been designated as Waterfront Park and Beach use on BCDC Bay Plan Map No. 9. This designation corresponds with the City's plans to develop the landfill for park and recreation uses.

Bay Plan Map No. 9 also has a suggestion to "Develop (a) scenic drive and riding and hiking trail along waterfront from airport to Foster City." This suggestion should be discussed, and if possible, incorporated into the SAP for the Northern Bayfront (page IV-1). The Map also contains a Commission Policy which states, "Bayside Park: Retain lagoon as open water." This policy reflects the Commission's position regarding fill in both Anza and Sanchez Creek Lagoons.

2

Levees

The SAP does not address the issue of levees, their current condition and need for maintenance. The Bay Plan would allow some fill in the shoreline band and in the Bay to protect public safety through repair and maintenance of the existing levees. A discussion of the need for shoreline protection could be addressed on pages III-12 and V-12.

3

Road Construction

The SAP discusses the need for additional access to the Anza area to allow full and highest development of the study area. The City has already adopted some development limitations due to the restricted access in the Anza area. Although this issue will be addressed further in a later document, the SAP discusses construction of new ramps connecting U.S. Highway 101 with Airport Boulevard over Sanchez Creek Lagoon (page IV-4, Bayfront Circulation Improvements). The Commission, however, has already expressed its position on fill in the Bay for this purpose during its deliberations on permits in the area. That position can be found in a comment letter for the Holiday Inn, which is quoted on page V-8 of the SAP.

Expansion of Airport Boulevard from two to four lanes is discussed on page IV-4 and shown on Exhibit O. Our staff has discussed with City representatives some of the alternatives being considered for the proposed widening of Airport Boulevard. At least three very different routes are being considered, each with very different potential effects on the Bay and lagoon, public access along the Bay, and future use of City parklands. These alternatives and their respective impacts should be discussed in the EIR. As one of the proposed routes proposes considerable fill, it is important that the City be aware that the McAtee-Petris Act does not specifically define roads as a water-related use. Therefore, the Commission may not be able to approve fill for this purpose.

The SAP section on Mitigation (page V-9) should address the impacts of the proposed construction of the freeway ramps on the Bay, any potential mitigation for the fill, any alternative upland locations for the connections, and possible changes in land use regulations in the Anza area to reduce traffic generation and, concurrently, the road for the connection.

The Commission will be concerned with the issues of traffic, and alternatives to serve the increased traffic associated with full development of the study area. The Commission, as quoted on page V-8 of the SAP, is unlikely to approve any fill in the Bay to serve new traffic caused by increased development densities of the study area. Therefore, of the project alternatives described on pages VI-2 and 3, the Commission would prefer the adoption of an alternative which does not require fill for development of freeway access.

4

Marshes

Chapter Five, discussing mitigation associated with the adoption of the SAP, states that "the edge of the marsh areas should be stabilized to prevent erosion" (page V-3). The chapter should include more discussion to clarify the intent behind this statement. The Bay Plan policies protect marshes and limit the placing of fill in marshes. If the marsh areas are endangered, "enhancement" should be carried out only after study by a qualified wetland expert and hydrologist.

5

Public Access

Providing public access to the Bay is one of BCDC's primary responsibilities and a key issue in the development of the study area. Anza Liquidating Trust and his consultant, Peter Callander, have attempted to develop a master plan for the type and location of public access in the Anza area. The master plan has been reviewed several times by the BCDC Design Review Board, but has not been adopted or approved. There are several problems with the proposed master plan that have been identified by the staff and the Design Review Board:

- (a) Given the legal position of the Anza Shareholders' Liquidating Trust, it is not clear whether there is any purpose served by such a master plan because the Trust only sells portions of the property, and is not responsible for its ultimate development;
- (b) The Trust and its consultant have been unable to provide details concerning the size, bulk or design of individual buildings; and,
- (c) Given the density of the development apparently being proposed in the master plan, the public access proposed is not sufficient. At least one large public access area should be provided rather than just perimeter public access. There is a need for larger, less obstructed view corridors to the Bay. The perimeter public access areas should also be expanded to include most of the 100-foot shoreline band, if the height and bulk of adjacent structures is similar to the buildings already approved by the Commission. Without such changes, it is doubtful that the Commission could find that maximum feasible public access was being provided given the amount of vacant acreage in the Anza project area.

Statements on pages II-2 and IV-2 infer that BCDC requires a 25-foot-wide public access strip along the shoreline band. This is not an accurate statement; BCDC's enabling legislation requires that maximum feasible public access consistent with the project be provided. Additional guidance for determining the extent of public access can be found in the Bay Plan, and is determined on a case-by-case basis.

The SAP recognizes the desirability of visual corridors between and through projects, but discusses them in only a general manner. It would be desirable to specify the location of such corridors so that developers would be able to incorporate them in their designs early in the planning process.

City of Burlingame
October 30, 1980
Page 4

The project alternatives described on pages VI-2 and 3 do not discuss public access. It is possible that various alternatives may provide additional or greater areas of public access. It would be desirable for the plan to more thoroughly discuss the public access proposed in each of the various alternatives.

6

General Comments

The inclusion of the following comments in the final SAP will help make the document a more useful and complete document in accordance with the requirements of CEQA:

1. The following tables and exhibits should be amended to include the entire study area: Exhibit D, Approved Projects and Development Opportunities; Exhibit F, Major Public and Private Ownership and Jurisdictions; Exhibit M, Specific Area Plan, Exhibit N, Open Space Network, Table 1, and Existing Land Use Acreages.
2. The text on page IV-2 and Table 3, Specific Area Plan acreages, should include public access areas within the figures for Open Space or Parks.
3. The Specific Area Plan should be expanded to include the Northern Waterfront.

The staff recommends that the SAP be amended to include the information and analysis described in this letter, and urges the selection of an alternative which eliminates the proposal to construct a freeway link over Sanchez Creek Lagoon.

Sincerely,



MICHAEL B. WILMAR
Executive Director

MBW/MN/lp

cc: Torrey and Torrey, Inc.
David Keyston
Coastal Conservancy, Attn: Tom Mikkelsen
State Lands Commission
State Clearinghouse, Attn: Anna
Resource Agency, Attn: James Burns

xc: City Attorney
Director of Public Works

Response to Comment from Mr. Michael B. Wilmar, Executive Director,
San Francisco BCDC

1. Jurisdiction

Line 5 of paragraph 6 on page II-5 is hereby corrected to read:

"the line of highest tidal action, as well as all areas of San Francisco Bay below the line of highest tidal action, are within BCDC's jurisdiction."

Paragraph 4 of the letter from BCDC is hereby incorporated at the conclusion of paragraph 6 on page II-5.

2. Levees

The following should be incorporated on page III-12 and V-12:

"The levee was constructed of salvaged concrete bridge segments, presents an irregular face which is subject to erosion and is not suitable for increased public use. Development of the area should provide for placement of minimum additional rip rap to dress up the face and protect the area from erosion and to provide a safe environment."

A reclamation district has been created for the area under State law and maintenance of the levees is under its jurisdiction. Maintenance permits have been issued to the Reclamation District by BCDC.

3. Road Construction

Please see the last sentence of paragraph 4 on page V-9.

The following is also incorporated on the same page:

"If appropriate mitigations for the impacts of proposed transportation improvements are not identified (potential impacts include fill in the Bay), it may be necessary to find alternate upland locations for the freeway ramps, or to change the land use regulations to reduce traffic generation."

4. Marshes

The following sentence is hereby incorporated on page V-3:

"Stabilization of the edges of marsh areas should be carried out only after study by a qualified wetland expert and hydrologist."

5. Public Access

The Anza Shoreline/Public Access Master Plan which was prepared by Callander Associates for the Anza Shareholders' Liquidating Trust, is consistent with the policies of the SAP*, but shows a number of projects which have not yet been submitted to or reviewed by the City, and therefore this plan does not represent an official plan of the City of Burlingame. It is included in this Addendum for reference only.

The City is aware that this Plan provides less public access than BCDC would desire according to its review guidelines. If the Trust and other landowners develop a new Master Plan for the area which is accepted by BCDC, and if the plan provides significantly more open space and thus requires amendment of the SAP, the City would be willing to so amend it (Exhibit M).

Public access in the area controlled by the City (the present disposal site), will be determined at the time that a design and improvement program are agreed upon for this area. Selection of the final alignment for the widening of Airport Blvd. will be needed first, however.

The project alternatives described in the SAP dealt with uses other than public open space and public access. These alternatives, like the SAP, were based on the concept of private developers providing public access (beyond the 25' band and the Design Guidelines required by City Ordinance) according to a project-by-project review by BCDC.

6. General Comments

The SAP was focused on the part of the Bayfront where development is presently occurring. In the northern section, only one major vacant site remains, and recently the Marriott Hotel Corporation has proposed a development for it. The development will be carefully reviewed by the City as well as by BCDC in the environmental review process.

*On April 23, 1979, the Burlingame Planning Commission adopted a resolution, stating that the "Anza Baylands Master Plan is consistent with the General Plan and is moving toward the implementation of its Waterfront Element."

STATE LANDS COMMISSION

1807 13TH STREET
SACRAMENTO, CALIFORNIA 95814
(916) 322-7822



RECEIVED

NOV 5- 1980

CITY OF BURLINGAME
PLANNING DEPT.

November 4, 1980

File Ref.: BLA 131

Part IX

Mr. John R. Yost
City Planner
City of Burlingame
501 Primrose Boulevard
Burlingame, CA 94101

RE: Specific Area Plan for the Burlingame Bayfront

Dear Mr. Yost:

Thank you for forwarding a copy of the September 1980, proposed Specific Area Plan for the Burlingame Bayfront. As you know, the State of California is a major Bayfront property owner. Therefore, I would appreciate receiving notice of all public hearings concerning the Area Plan so that a member of the State Lands Commission staff will have an opportunity to attend.

Thank you for your cooperation.

Sincerely,

Herbert A. Maricle

HERBERT A. MARICLE
Land Agent

Response to Comment from Mr. Herbert A. Maricle, State Lands Commission

No response is necessary.



City of Millbrae California

November 19, 1980

RECEIVED

NOV 20 1980

CITY OF BURLINGAME
PLANNING DEPT.

Mr. John R. Yost, City Planner
The City of Burlingame
City Hall, 501 Primrose Road
Burlingame, CA. 94010

Re: Specific Area Plan - The Burlingame Bayfront

Dear Mr. Yost:

We have a couple of brief comments on the Specific Area Plan-
The Burlingame Bayfront ---

1. There is no mention of proposed land uses along the San Francisco Bay Shoreline South and East of the Millbrae City Limit.
2. Projected increases in airport related land uses will increase vehicular traffic on Bayshore Highway. This traffic will make it more difficult to enter and leave the proposed hotel at Millbrae Avenue and Bayshore Highway.
Signals have been installed at Stanton Road and signals are planned for Mitten Road and Bayshore Highway.

Very truly yours,

Wayne M Swan

WAYNE M. SWAN,
Planning Consultant

WMS:mz

Response to Comment from Mr. Wayne Swan, City of Millbrae, Planning Consultant

1. Please see response to No. 6 of BCDC comment.
2. While traffic is likely to increase, it is not expected to result in significant adverse impacts to the proposed hotel at Millbrae Avenue and Bayshore Highway.

ANZA SHAREHOLDERS' LIQUIDATING TRUST

770 AIRPORT BOULEVARD
BURLINGAME, CALIFORNIA 94010
(415) 342-5711

GEORGE N. KEYSTON, JR.
DAVID H. KEYSTON
TRUSTEES

October 14, 1980

RECEIVED

Mr. John Yost
City Planner
City of Burlingame
City Hall
501 Primrose Road
Burlingame, CA 94010

OCT 16 1980

CITY OF BURLINGAME
PLANNING DEPT.

Dear Mr. Yost:

1 Thank you very much for submitting to us the Specific Area Plan - Burlingame Bayfront. As you know, it was our understanding that as a part of the Specific Area Plan the Bayfront Public Access Master Plan prepared by Peter Callander & Associates was to be included and was to be covered by the Environmental Documentation for the specific Area Plan. I am asking Mr. Peter Callander to forward 6 copies of that Plan to you for inclusion in the final specific Area Plan documentation and final Environmental Analysis. I have reviewed in detail the Plan submitted and find nothing contrary to the provisions of the enclosed Master Access Plan. I do however have some minor corrections that I might suggest be incorporated in the Plan before its final acceptance. On Page I-3, Introduction, the statement is made that in 1975 Anza Pacific Corporation withdrew its draft EIR. Actually the draft EIR was tabled by the City Council on advice of the City Attorney in view of the fact that the entire Master Plan was permitted without further action by the City Council at that time under regulations then existing.

2 On Page I-4 a statement is made that the theater lease has 11 years remaining before expiration. The lease expires on December 31, 1989, thereby leaving approximately 9 years and 2 months to go.

3 I note that on Page II-1 two additional goals are suggested for the Bayfront and frankly I personally do not understand what specific policy implications these goals have. I don't know what kind of land uses would be "environmentally consistent with and supportive of Burlingame's main function as a residential community", and until such land uses are defined, and specified, I don't believe such a goal should be proposed and incorporated in the report. Neither do I know what type of land use would "reflect the special locational value of the area", and therefore, until such uses are defined, would hesitate incorporating them in a final report.

Mr. John Yost
October 14, 1980

On Page II-5 discussion is presented with regard to the Bay Conservation and Development Commission and a specific quote from the MacAtee-Petris Act is enclosed "maximum feasible public access". Unfortunately this is taken out of context and should be quoted "maximum feasible public access consistent with the project". I think this additional wording should be included so that the proper connotation is presented.

There is another reference to prohibition of fill in the bay, and I might point out that although BCDC is exerting their authority over the 100 foot band around the water they still acknowledge Anza's grandfather exemption as to fill within their property and in accordance with previously granted permits. This perhaps should be clarified.

On Page III-1 under Soils and Geology the statement is made that soft bay mud that underlies artificial fill is at a thickness of 3 to 12 feet. I might point out in the study area this soft bay mud actually varies from a zero thickness to over 40 feet in the north-westerly portion of this study area.

4

On III-3 a statement with regard to drainage is made implying that a storm drainage system for the entire Anza area built 10 to 15 years ago involved a specific pump temporarily installed to drain one parcel of property into the lagoon. Actually storm drainage system for the area was installed by the Bayside Improvement District #4 under the supervision and to the specifications for the City of Burlingame Engineering Department. Most of the temporary drainage today goes into this City designed, installed, and maintained drainage system. There have been occasional temporary systems installed at low-lying areas pumping into the lagoon. Actually the one mentioned is the only one remaining and it probably will be taken out of service upon the completion of the project presently under construction, and therefore I do not feel it is typical of any of the drainage in Anza.

Considerable discussion under Water Quality indicates that water quality is poorly documented. Actually water quality is checked at the Anza Airport Park Boulevard regularly by government agencies and recently such reports that have been brought to our attention indicate no particular problems.

5

On III-7 I note there is a table of existing land use acreage and under the public uses is listed lagoon. However the approximately 12 acre area of Anza lagoon is not listed in the chart. Similarly, on Page IV-3, the existing 12 acre lagoon I do not believe is included and the uses shown.

On Page IV-7 the statement is made that the guidelines comply with BCDC mandated requirements for setbacks from shorelines. Outside of the previously quoted MacAtee-Petris Act, I do not believe that there are mandated BCDC setbacks. There was a voluntarily dedicated easement for public access by Anza and this public access easement is referred to in the guidelines and in addition the guidelines require that projects get BCDC permits before issuance of building permits.

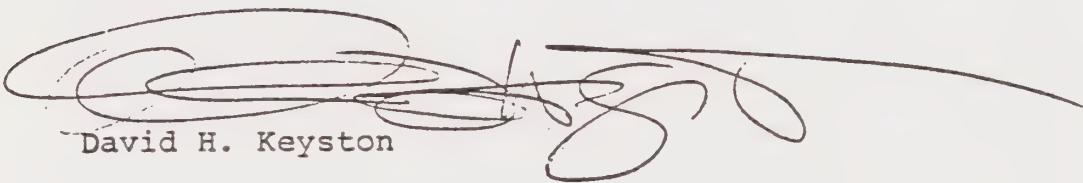
Page 3

Mr. John Yost
October 14, 1980

On the top of Page V-13 the statement is made that northwest of Broadway sprinklers are required only for structures exceeding 20,000 square feet. As the study area northwest of Broadway I believe is the area along Old Bayshore Highway, I believe that this area requires fire sprinklers in all buildings. However, this should be checked further with the city ordinances and its Fire Department

With the additions, corrections, and modifications in the suggested above, I believe a complete Specific Area Plan properly environmentally documented, could be adopted by the city of Burlingame. I will attempt to be at the hearings if I can contribute further.

Sincerely,

A handwritten signature in black ink, appearing to read "David H. Keyston". The signature is fluid and cursive, with a large, stylized initial 'D' and 'H'.

cc: Peter Callander

DHK/jj

Response to Comment from Mr. David H. Keyston, Anza Shareholders
Liquidating Trust

1. Please see response to comment No. 5 from BCDC.
2. The corrections of paragraph 2, page 1, and paragraphs 2 and 3, page 2, from the letter are hereby incorporated into the SAP.
3. The land uses referred to in the sentences quoted here are offices, hotels, and retail uses. These uses, which draw large numbers of people to them and bring high economic return, are considered to "reflect the special locational value of the area." The phrase "environmentally consistent and supportive" refers to the City's goals of not allowing the intensity of these uses to destroy the pleasant quality of Burlingame's residential environment.
4. The corrections in paragraphs 4, 5, 7 on page 2 and paragraph 1 on page 3 are hereby incorporated into the report.
5. Please see corrected tables on the following pages.

land uses include activities such as offices, and office/warehouse, car rental and lease parking. These uses are shown on Exhibit G, Existing Land Use and acreages are itemized on Table I, Existing Land Use Acreage.

TABLE I
EXISTING LAND USE ACREAGE*

Uses	Anza Area	Anza Area Extension	Total
Public Use			
Hotels/Motels		5.6	5.6
Restaurants	3.0		3.0
Commercial Recreation	16.2		16.2
Disposal Site		43.5	43.5
Open Space**	1.4	7.8	9.2
Lagoons			
- Anza Lagoon	12.0		
- Inner (Sanchez Creek) Lagoon	49.0	13.2	62.2
Private Use			
Offices	10.0		10.0
Office/Warehouse***	15.5		15.5
Lease Parking/Car Rental	31.5		31.5
Vacant	30.8		30.8

*Excludes Northern Bayfront

**Does not include shoreline

***Insignificant in these areas

TABLE 3
SPECIFIC AREA PLAN ACREAGES^a

Uses	Anza Area			Anza Area Extension			Total Both Areas
	Existing	Added	Total	Existing	Added	Total	
Public Use							
Hotels/Motels	--	25.0	25.0	5.6		5.6	30.6
Restaurants	3.0	28.0	31.0				31.0
Commercial Recreation	16.2	3.6	3.6 ^b				3.6
Open Space^c							
Lagoons	62.2	--	62.2				62.2
Parks	1.4		1.4	7.8	43.5 ^d	51.3	52.7
Private Use							
Offices	10.0	40.5	50.5				50.5
Office/Warehouse ^e	15.5	--	0				0

^aNo changes to Northern Bayfront

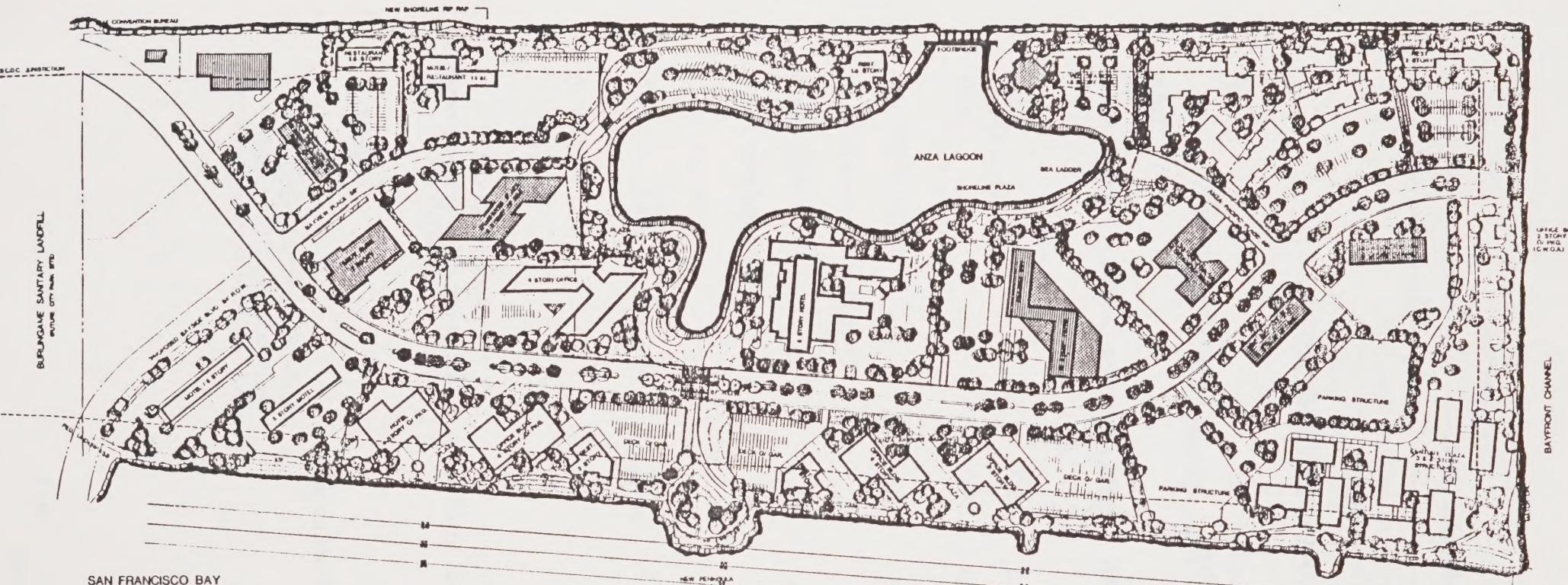
^bExisting and additional do not equal total because 16.2 acres of existing commercial recreation will be eliminated

^cDoes not include shoreline

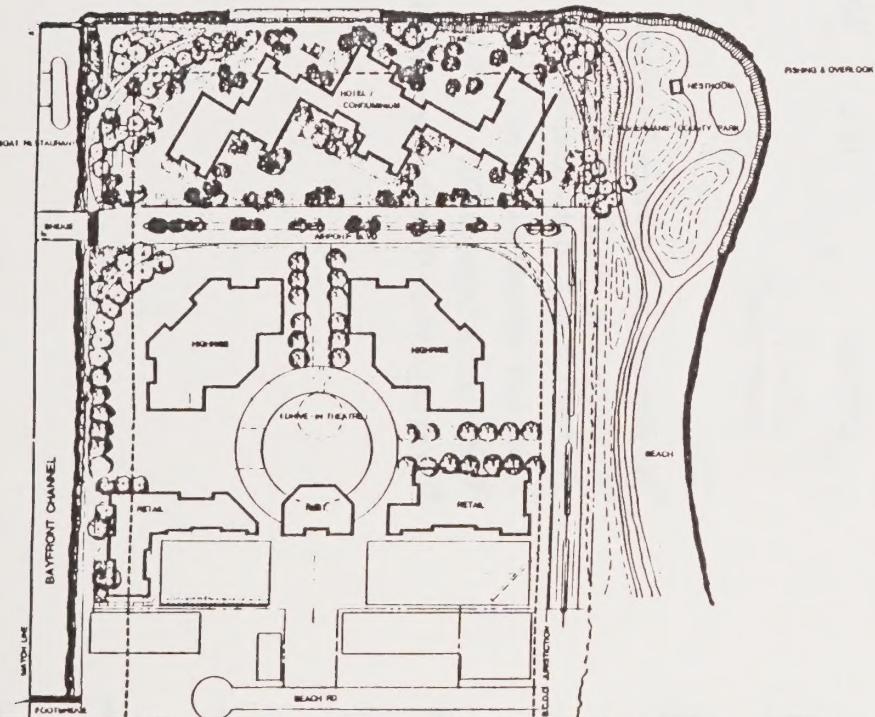
^dBurlingame Disposal Site

^eExisting Office/Warehouse added to office area

SAN FRANCISCO BAY



SAN FRANCISCO BAY



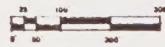
LEGEND

- EXISTING**

 - LINE OF ELDG JURISDICTION
 - EXISTING UNDER CONSTRUCTION OR APPROVED PROJECT
 - EXISTING USE TO BE ABANDONED
 - EXISTING SHORELINE
 - PROPOSED STRUCTURE (CONCEPTUAL)
 - PROPOSED PARKING AREA
 - SURFACED PLAZA/STRAIGHT CROSSWALK
 - PAVED ACCESS PATH
 - PUBLIC PARKING DESIGNATION
 - PUBLIC SHORELINE / SHORELINE
 - LOW POINT/HIGH POINT
 - NEW SHORELINE RIP-RAP, BAYFRONT ONLY
 - SETTING WALL / SITE FURNITURE
 - PATHWAY LINEAR

PROPOSED

 - LANDSCAPE
 - WATER BODY
 - TRAIL
 - GRANITE/CONCRETE
 - TABLE SPECIE



ANZA SHORELINE / PUBLIC ACCESS MASTER PLAN
ANZA SHAREHOLDERS LIQUIDATING TRUST BURLINGAME, CA.

GENERAL DEVELOPMENT PLAN

8 of

CALLANDER ASSOCIATES / LANDSCAPE ARCHITECTURE

SAN MATEO CA.

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